Public Service Commission
of Canada

Commission de la fonction publique
du Canada

Public Service Commission
2006-2007
Annual Report

Canada

Public Service Commission

2006-2007

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The Honourable Josée Verner, P.C. M.P.
Minister of Canadian Heritage, Status of Women and Official Languages
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2006-2007 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss. 12 and 13).

Yours sincerely,

Maria Barrados

Maria Barrados
President

Manon Vennat

Manon Vennat
Commissioner

David Zussman
Commissioner

PSC Mission, Vision and Values Statement

Mission and Vision – Striving for excellence

The Public Service Commission is dedicated to building a public service that strives for excellence. We protect merit, non-partisanship, representativeness and the use of both official languages.

We safeguard the integrity of staffing in the public service and the political impartiality of public servants. We develop policies and guidance for public service managers and hold them accountable for their staffing decisions. We conduct audits and investigations to confirm the effectiveness of the staffing system and to make improvements. As an independent agency, we report our results to Parliament.

We recruit talented Canadians to the public service, drawn from across the country. We continually renew our recruitment services to meet the needs of a modern and innovative public service.

Values to guide our actions

In serving Parliament and Canadians, we are guided by and proudly adhere to the following values:

Integrity in our actions;
Fairness in our decisions;
Respect in our relationships; and
Transparency in our communications.

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Chapter 1
Opinion of the Commission

1 Opinion of the Commission

Overall assessment

1.1 The *Public Service Employment Act* (PSEA) establishes the statutory basis for the hiring of a non-partisan public service. For almost a hundred years, the tradition in Canada has been one of a permanent service. Such a public service supports democratic government by ensuring transition and continuity in the business of government, regardless of which party is in power.

... implementation of the PSEA continues to require effort to transform the staffing and recruitment culture.

1.2 This was the first full year of operation under the PSEA which came into force on December 31, 2005. The PSEA's ongoing implementation has required new ways of thinking and behaving for both the Public Service Commission (PSC) and for departments and agencies. Delegation of the PSC's appointment authority to deputy heads – who, in turn, delegate this authority to hiring managers – has meant that managers have greater opportunities to tailor staffing programs and processes to their organizational needs.

1.3 Departments and agencies have made progress in using the opportunities the PSEA offers, and have acquired experience with some of its newer features. In the preamble to the PSEA, Parliament set out a vision of a values-based approach to staffing "a public service that strives for excellence, that is representative of Canada's diversity and that is able to serve the public with integrity and in their official language of choice". In addition to merit and non-partisanship, the staffing system is guided by the values of access, fairness, transparency and representativeness. Ongoing implementation of the PSEA continues to require effort to transform the staffing and recruitment culture.

Unfinished business and ongoing challenges

1.4 Much had been done to prepare for the coming-into-force of the new PSEA on December 31, 2005. The PSC developed a framework of regulations and policies for a staffing system that is premised on extensive delegation of appointment authority to deputy heads. Departments and agencies put in place sub-delegation instruments and training. These were basic building blocks providing a foundation for a culture change in hiring and promotion.

1.5 Challenges in implementation have also arisen, and at the end of 2006-2007, transition to the new regime remained an ongoing process. The PSC is encouraged to note that 88% of organizations have developed human resources (HR) plans that cover a substantial portion of their population. However, moving forward, departments and agencies must continue working to link their plans to staffing strategies and actions. Capacity in the community of HR professionals who support managers remains a concern.

1.6 The PSEA emphasizes delegation to hiring managers, and a key ingredient of the cultural change envisioned by the PSEA is managers who take responsibility for staffing and recruitment. For a fully functioning regime, managers will need better tools, better information systems, guides, training and support. It will be important not to underestimate the impact of the new staffing regime on managers since they are key to making change happen. They have been required to take on complex, new duties and to think in new ways about their human resources needs. Most are still developing experience with the new Act, and they have often been the first to note when challenges have arisen. The success of complete PSEA implementation will depend in large measure on ensuring that managers are able to play the role expected of them.

1.7 The necessary culture change will also depend on leadership from deputy heads who must give direction and support so that individual managers can develop and implement strategies to pursue corporate approaches. Deputy heads must take the lead on issues that individual managers cannot, such as achieving employment equity goals or using collective approaches for recruiting their workforce.

Deputy heads must take the lead on issues that individual managers cannot, such as achieving employment equity goals or using collective approaches for recruiting their workforce.

Issues of concern

1.8 Overall, the PSC continues to have confidence in the strength of staffing in the public service and the foundation of merit as the basis for hiring. Despite the overall strength of the regime, the PSC identified a number of issues in 2006-2007 that require attention. Some of these have been identified in earlier reports, and their persistence points to a need for concerted efforts on the part of hiring departments and agencies.

1.9 **Permanent recruitment via the temporary workforce** – As departments and agencies pursue all the opportunities that the new legislative regime allows, the PSC expects they will do so in accordance with the values that underpin the PSEA. The extent to which permanent hires result from earlier temporary hiring can challenge these values. Temporary employment has always been a part of the public service, and such arrangements represent valuable and flexible staffing options to meet short-term human resources needs quickly. However, recent PSC studies show that temporary employment is also a significant source of recruitment for the permanent workforce.

1.10 Temporary employment includes casual workers and term employees. When a term employee serves without a break for a cumulative period of three years in the same organization, Treasury Board policy provides for the person to be converted to permanent status. Term employees can also apply for internal staffing processes. For more details on these two kinds of employment, see appendix 3.

1.11 Looking at all job categories in all organizations under the PSEA between 1995 and 2006, the PSC found that:

- more than 80% of new permanent hires have had prior public service experience (75% as either a casual worker or term employee);
- 80% of those appointees who had prior experience were term employees immediately prior to their indeterminate appointment, and were appointed permanently without a break in service;
- on average, appointees with prior experience had three employment spells in the public service for a cumulative duration of about six months prior to getting a permanent job; and
- 41% of casual employees were subsequently appointed under the PSEA, and 58% of these ended up being appointed to a permanent job. In the National Capital Region, over half (51%) of all casual hires became employed under the PSEA as a term or permanent employee.

1.12 Subsequent permanent hiring of casual or term employees can be seen as a testament to the value of the work they do and their future potential. Moreover, a pattern of depending on temporary employment to meet long-term needs is not a new one. A Royal Commission on the Civil Service drew attention to it in 1908. Various PSC reports have noted it in the decades since. In some ways, the pattern can appear understandable. The Government of Canada's balance of permanent and temporary workers does not vary significantly from that of other jurisdictions or the private sector. In some departments and agencies, recurring temporary needs will mean a greater proportion of temporary workers, for example, for peak operational needs. Public service managers act rationally in using the means at their disposal to meet operational needs, including at times when long-term funding is not guaranteed.

1.13 However, depending on the temporary workforce as a primary source of recruitment of permanent employees is not ideal. Temporary work is less likely to appeal to those who already hold permanent jobs, or who are looking for permanent work offers, and is less attractive in the competitive talent market in which the federal public service is operating. As well, training and experience gained through temporary work gives a competitive advantage over others who are also seeking permanent work when a permanent job comes open. If departments and agencies require previous experience when they advertise job opportunities, this can create a perception that recruitment favours candidates who already work for the government, and can further undermine efforts to attract more recruits from outside. Long-term needs of the organization, including, for example, employment equity, are less likely to be addressed when a hiring manager sets merit criteria for a term position. Permanent recruitment can and should take into account both the immediate duties the recruit will assume and the potential for the recruit to meet future needs in the organization. Finally, hiring managers usually look locally when hiring on a temporary basis, meaning less access to jobs for Canadians in other regions, and a less geographically diverse workforce.

... the PSC will expect departments and agencies to look at their balance of temporary and permanent hiring, and to take steps to ensure that external recruitment better addresses permanent needs and the long-term requirements of Canadians and their government.

1.14 Moving forward, the PSC will expect departments and agencies to look at their balance of temporary and permanent hiring, and to take steps to ensure that external recruitment better addresses permanent needs and the long-term requirements of Canadians and their government. Departments and agencies will be expected to show how they have sought to recruit workers who have the talent and skills to take on public service careers. Where temporary employment may become permanent, organizations will need to indicate this in their advertisements. Deputies will need to show how their use of temporary and permanent hiring meets the values which underpin the PSEA. All these efforts will depend on better plans and accompanying strategies for hiring, and would bring hiring closer in line with the government's commitment to renewal. (see "Specialized recruitment programs and contributing to renewal" later in this chapter).

1.15 The PSC will continue to study the role that temporary hiring plays in the public service, and will consider the related policy implications. It will also follow up with individual deputy heads and central agencies to determine what further collaborative efforts are needed to make sure that there is not a continued over-reliance on the temporary workforce for recruitment under the new Act, and what benchmarks may be required. Next year's Annual Report will report on progress made.

1.16 **Employment Equity** – Overall, the representation of employment equity (EE) groups in the public service reflects the workforce availability of three of the four EE groups: women, persons with disabilities and Aboriginal peoples. However, a gap remains for visible minorities between their workforce availability and their representation in the public service. Moreover, the recruitment rate of visible minorities has shown a marked drop from 9.8% in 2005-2006 to 8.7% in 2006-2007. In a year when overall recruitment rates rose, an opportunity to make progress in closing this gap was not realized. If the recruitment rate of visible minorities does not increase, the gap in representation will only be aggravated. Provisions in the Act allow organizations to take steps to improve representation, such as including representativeness needs in merit criteria. Our assessment in 2006-2007 indicated that organizations are not utilizing these provisions to the full extent.

1.17 The PSC saw an encouraging increase of 21 (70%) in the entry appointments of visible minorities to the Executive Group over the previous year. In 2006-2007, 51 entry appointments of visible minorities were made, representing 8.3% of total executive entry appointments. This was an increase over the 30 entry appointments of visible minorities, or 7.7%, in 2005-2006. This demonstrates that concerted efforts by both the PSC and departments and agencies in monitoring and using special recruitment strategies such as pre-qualified pools can produce significant results.

If the recruitment rate of visible minorities does not increase, the gap in representation will only be aggravated.

1.18 **Visible minority drop-off** – In 2006-2007, the PSC continued its research and analysis of the causes and factors involved in "drop-off", which refers to the difference between the percentage of applications and the percentage of appointments of an EE group in external recruitment processes. Preliminary examination at the screening stage through the PSC's Internet-based Public Service Resourcing System (PSRS) showed that at the initial stage, there was little difference between the drop-off rates of visible minorities and other applicants. Further research will be conducted in 2007-2008 to track the progress of EE group members in departments and agencies.

... concerted efforts by both the PSC and departments and agencies in monitoring and using special recruitment strategies such as pre-qualified pools can produce significant results.

1.19 **Advertised and non-advertised appointment processes** – The PSEA allows for appointment processes to be advertised or non-advertised. The PSEA is guided by, among other values, fairness, transparency and access. Generally, advertised appointment processes ensure better transparency and more access to public service jobs. Non-advertised appointments are appropriate in some circumstances, such as short-term acting appointments, appointments following reclassification or promotions within developmental programs. However, the PSC's preference is for more advertised than non-advertised processes.

1.20 The PSC has begun collecting information on the number of these processes. Information remains incomplete, and better data are needed. Initially, some reporting included collective staffing processes as non-advertised positions and data also included reclassifications and appointments within developmental programs. These kinds of appointments are not cause for concern.

1.21 The PSC will continue to monitor the use of non-advertised processes to ensure a reliable information basis for assessment, and to ensure the staffing values are fully respected.

1.22 **Effective information and supporting systems** – Through its assessment of departments and agencies, the PSC found that many organizations are constrained by a lack of useful information and analysis. Gaps continue to exist in organizations' analytical capacity and supporting systems. This means that managers are missing information that could help them in making decisions and identifying trends.

1.23 The **human resources community** continues to experience significant challenges under the new regime. In addition to facing retirement trends confronting the entire public service, the community continues to lack sufficient capacity to provide services and support to managers as they take on their new responsibilities for staffing. In 2006-2007, the PSC assisted in collective efforts to hire new HR professionals, and put significant effort into helping the HR community across the country by offering learning opportunities and supporting both their operational staffing needs and their responsibilities with respect to departmental and agency accountability. We will continue to do so in 2007-2008.

The human resources community continues to experience significant challenges under the new regime.

Federal Accountability Act

1.24 The *Federal Accountability Act* repealed the sections of the PSEA that gave exempt staff in a minister's office an entitlement to priority appointment in the public service. It replaced this entitlement with the right to participate, after three years of service as exempt staff, in advertised internal appointment processes open to employees in the federal public service. This right will last for one year after the individual ceases to be employed as exempt staff.

- Since the provisions came into effect in December 2006 and it takes three years to acquire this right, no exempt staff currently enjoy it. When these rights need to be administered, the PSC will put in place mechanisms to ensure they are appropriately managed, and to allow those entitled to have access to information on internal job processes.

1.25 The *Federal Accountability Act* also amended the PSEA to give the Governor in Council the authority to appoint persons to the positions of:

- deputy minister, associate deputy minister, or other equivalent ranks;
- deputy head, associate deputy head or other equivalent ranks; and
- special advisor to a minister.

1.26 Prior to these amendments, such appointments were made through the use of an Exclusion Approval Order under the PSEA. As a result of the amendments, the Governor in Council is no longer required to seek EAOs from the PSC for these positions.

- In the past, the PSC has reported on such appointments under the PSEA (please see appendix 2 for appointments made in 2006-2007). They are now on the Orders in Council section of the Privy Council Office's Web site.

1.27 Although the *Federal Accountability Act* ended the PSC's involvement in the appointment of individuals to the above-mentioned ranks, it also specified that Part 7 of the PSEA will apply to all such positions. Part 7 of the PSEA governs the political activities of public servants and in particular limits the political activity of deputy heads to voting. The Act provides for the PSC to investigate any allegation made by a former candidate in an election that a deputy head has contravened Part 7. In such a case, the PSC would report its findings to the Governor in Council, who may dismiss the deputy head. In 2007, the government released new *Guidelines for the Political Activities of Public Office Holders* describing these requirements.

In passing a new PSEA in 2003, Parliament clearly restated its interest in a merit-based, non-partisan and representative public service and in independent oversight of the values that support it.

Supporting Parliament

1.28 In passing a new PSEA in 2003, Parliament clearly restated its interest in a merit-based, non-partisan and representative public service and in independent oversight of the values that support it. The PSC is a unique player in the human resources management arena. It is independent from ministerial direction and has a mandate to appoint, or provide for the appointment of, persons to or from within the public service. The PSC safeguards the integrity of staffing and the political neutrality of the public service on behalf of Parliament, and carries out staffing and assessment activities to support the system as it deems necessary. The PSC oversees staffing and political neutrality through robust monitoring, audits, studies, evaluation and investigations, the results of which are reported annually to Parliament.

1.29 In 2008, the PSC will celebrate the 100th anniversary of a permanent commission. Centenary activities are being organized to mark the event throughout the year and to commemorate the PSC's long tradition and mandate of ensuring that Canadians and their government benefit from a qualified, non-partisan public service, staffed on the basis of merit.

1.30 The 1908 *Civil Service Amendment Act* created a permanent Civil Service Commission; the 1918 *Civil Service Act* extended the Commission's mandate to a broad range of HR matters across the entire public service. Parliament's intention was to ensure that appointment and promotion of civil service personnel be independently safeguarded from political patronage. Despite a number of changes to the institution itself – including a change in name to the Public Service Commission in 1967 – the Commission's core mandate as champion of the merit principle and political impartiality has continued to this day.

Oversight

1.31 The PSC has statutory authority for the appointment of individuals to and within the public service. The PSC delegates this authority to deputy heads who, in turn, sub-delegate this authority to their managers.

A highly delegated staffing system

Delegated organizations represented 180 986 employees and an additional 6 946 casual workers on March 31, 2007. These organizations conducted 111 567 staffing actions during 2006-2007, of which 80 345 were appointments to or within the public service (65 775 indeterminate and 14 570 specified term), 13 075 were students and an additional 18 147 were for casual employment.

The PSC's annual and special reports provide assurance to Parliament on the public service staffing system.

1.32 Under the terms of the PSEA, "those to whom this appointment authority is delegated must exercise it within a framework that ensures that they are accountable for its proper use to the Commission, which in turn is accountable to Parliament". The PSC assesses performance through monitoring, audit, studies, evaluation and investigations and, based on its findings, recommends improvements or highlights best practices in order to make improvements. The PSC's annual and special reports provide assurance to Parliament on the public service staffing system.

- As noted in its 2005-2006 Annual Report, the PSC sees a need to protect draft audit and investigation papers from release. Individuals carrying out such audits and investigations should also be protected from legal proceedings or from having to provide evidence in legal proceedings. Such protection would align the PSC with other bodies, such as the Office of the Auditor General, that support Parliament through independent audit and investigation.

Funding

1.33 Changes mandated by the PSEA required the PSC to expand its role in oversight of public service appointments, non-partisanship and the political activities of public service employees. It has also transformed how it provides staffing and assessment services.

1.34 In 2006-2007, the PSC dedicated significant resources to its recruitment and assessment activities as a transition measure to support their key role in implementing the values-based regime envisioned in the legislation. The PSC invested in modernizing its services and standardizing service levels to deliver high quality services, programs and products that respect the PSEA, are tailored to client needs, and support the culture change needed for full implementation. The PSC continued to modernize its assessment instruments, including Second Language Evaluation tests and its Public Service Resourcing System, which electronically screens high volumes of applications to recruitment processes open to the public. In 2006-2007, the PSC obtained authority from the Treasury Board to determine the requirements for a comprehensive and integrated long-term electronic solution to support staffing more generally.

1.35 Given our obligation to fund our oversight activities, we anticipate a funding shortfall next year for our recruitment and assessment services. We expect these services to continue to be in strong demand due to gaps in HR capacity and supporting systems and tools in departments and agencies. Consequently, we are exploring alternatives for new funding sources, including cost recovery, to continue to meet the demands for our support to ongoing PSEA implementation.

Impartiality

1.36 A primary responsibility of the PSC is to safeguard the political impartiality of the public service. The PSC monitors and evaluates situations based on the real or perceived risk to a non-partisan public service. The PSC helps to maintain a non-partisan public service by:

- providing guidance on political activities;
- considering and granting requests from public servants for permission to be a candidate in a federal, provincial, territorial or municipal election;
- monitoring the political impartiality of the public service; and
- investigating allegations of improper political activities.

1.37 In 2006-2007, the PSC developed an approach to monitoring the political impartiality of the public service. This approach will help manage risks to political impartiality and guide the PSC in determining additional actions required to ensure a neutral and professional public service. The PSC began consulting key external stakeholders on the approach, to obtain their input on the implications for organizations, as well as on other issues that could put political impartiality at risk.

Of the 95 candidacy requests received by the PSC, 70 were for permission to be a candidate in a municipal election.

1.38 The PSEA broadened the PSC's mandate for overseeing the political activities of public servants by extending the PSC's responsibilities to municipal elections. The effect of this expanded responsibility was evident in 2006-2007. Of the 95 candidacy requests received by the PSC, 70 were for permission to be a candidate in a municipal election. Twenty-six employees had either declared their candidacy for elections or had additionally been acclaimed or elected prior to receiving PSC permission. Of these, 22 were for municipal elections.

1.39 The PSC reviews each request on a case-by-case basis, considering such factors as the nature of the election, the nature of the employee's duties, and the level and visibility of the employee's position. In reviewing candidacy requests, the PSC is concerned about the real or perceived risk to the employee's ability to perform his or her duties in an impartial manner. In all instances the PSC examines the likelihood, frequency and nature of the employee's interaction as a public servant with the electorate of the community in which they are seeking office.

Responding to parliamentary interest in this area, the PSC undertook an audit of the movement of public servants between the public service and ministers' offices ...

Movement of public servants to and from exempt staff status

1.40 In its 2005-2006 Annual Report, the PSC raised concerns about the movement of public servants to and from exempt staff status in a minister's office and the effect it could have on the impartiality of the public service. Federal public servants can work as exempt staff in a minister's office if they are granted leave without pay from the public service and can return to the public service when their time in the minister's office is completed.

1.41 Responding to parliamentary interest in this area, the PSC undertook an audit of the movement of public servants between the public service and ministers' offices and assessed to what extent the two problematic cases identified last year were isolated incidents or a symptom of a broader pattern. The results of this comprehensive audit of employees under the PSEA are reported separately. The audit identified gaps in the policy framework governing movement between the public service and ministers' offices. The PSC will be working with central agencies to determine the best approach to mitigate the real or perceived risks to non-partisanship.

Rapid movement and turnover within the public service

1.42 The imminent departure from the public service of the "baby boomers" recruited since the 1970s has generated discussion about public service recruitment. Turnover is already happening and hiring activities have increased. For the most part, the public service continues to be an attractive place to work, and there are many more qualified applicants seeking public service employment than there are vacant positions to offer them. Where concerns may arise is in certain areas seeking specialized skills for particular occupations. The PSC is finding that less than optimal application rates are occurring in occupations such as health professions, finance and audit.

1.43 The exit of the "baby boomers" is nonetheless having another effect on the public service that needs to be managed appropriately. For those retiring from senior level positions, be they in management or in professions, the impact touches far more than recruitment. Each exit creates a domino effect as employees already in the public service seize on the opportunity to have a different experience or to move to a more senior position. The consequence is an increase in the overall movement of the permanent workforce.

... a real challenge over the next few years will be not only attracting new talent, but also managing succession and transitions.

1.44 Over 2006-2007, the level of movement[1] reached 40%, up from 35% the year before and 30% the year before that. In certain occupations and departments and agencies, this level of movement reached well over 50%. If lateral and downward movements are excluded from these figures, on the assumption that these individuals, while new to the job, are experienced at their level, the overall level of movement drops to 24%. This is still up from 23% last year and 18% the year before that. Many occupations and organizations experienced levels of upward movement well above 24%.[2] The Personnel Administration (PE) group and the Executive (EX) group (76% and 58% respectively) are experiencing particularly high levels of movement.

1.45 Levels of movement imply that a large percentage of public servants are new to their jobs, and some new to the public service. It also suggests that a real challenge over the next few years will be not only attracting new talent, but also managing succession and transitions. Another challenge will be proactively training and developing the talent already in the public service to ensure that employees are equipped to offer the professional and management leadership that will be required in the future. The PSC will work collaboratively with organizations and central agencies to better understand these trends and to assess the need for new strategies.

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[1] The level of movement is calculated as the ratio of the total number of hires, promotions, actings and lateral and downward appointments of indeterminate employees during the fiscal year to the total population of indeterminate employees at the end of the previous fiscal year, for each department and agency or occupational group.

[2] 27 out of 37 departments and 18 out of 35 classifications.

Approaches to hiring

1.46 **National area of selection** – In response to concerns expressed by Canadians and parliamentarians about access to job opportunities, the PSC has expanded its policy requiring a national area of selection (NAOS) for appointment processes open to the public. Canadians from across the country are now eligible to apply for more positions. As of April 2006, the use of NAOS increased the proportion of jobs open nationally for Canadians from 19% to 29%. This is expected to rise further to 55% with the expansion undertaken in April 2007. The PSC continues to assess the impact of extending this policy requirement, and is considering what further steps are needed to expand its use for more job opportunities.

As of April 2006, the use of NAOS increased the proportion of jobs open nationally for Canadians from 19% to 29%. This is expected to rise further to 55% with the expansion undertaken in April 2007.

1.47 **Collective staffing** – Collective staffing is an effective and strategic approach to staffing. Departmental and agency managers can use it to staff a number of positions or levels in the same occupational group, in one or more organizations, and can create pools of pre-assessed candidates that can be drawn on over a period of time. By planning over a longer period and combining efforts, managers can improve the overall timeliness of staffing processes and optimize the resources required to staff positions.

1.48 To help departments and agencies take advantage of this approach, the PSC has provided guidance on collective staffing, including an informational "SmartShop". The PSC also works with departments and agencies to establish pools and inventories of candidates to support common hiring needs.

1.49 **Volume management** – One of the challenges of using collective staffing processes and opening access across Canada to more jobs is managing the large volume of applications that these processes generate. The PSC uses the Public Service Resourcing System (PSRS), an automated Web-based recruitment and screening tool, to help manage high volumes in external processes. This tool is made available to organizations either through the PSC's regional offices or directly, so that hiring managers can more efficiently screen applications. The various functionalities of the tool, however, are still not fully utilized by managers. In 2007, the PSC will provide HR specialists with a comprehensive volume management guide to assist in designing and implementing high volume appointment processes.

1.50 **Official languages** – Hiring for bilingual positions can be done on an imperative or non-imperative basis. In non-imperative situations, the person appointed is exempted for two years from meeting the language requirements of the position, allowing the individual the opportunity to learn the second official language. This initial two-year period can be extended under exceptional circumstances governed by the Public Service Official Languages Exclusion Approval Order. The PSC is encouraged to note that in 2006-2007, organizations reduced the number of cases that do not respect the provisions of the Order when initial exemption periods have expired. There has also been a continued decrease in applications for extended exemptions for the Executive Group.

The PSC as a staffing and assessment service provider

1.51 The PSC has a long tradition of providing high quality staffing and assessment services, offering Canadians access to a wide range of career opportunities in the federal public service. Its full suite of services includes recruitment, staffing, executive resourcing and assessment.

The public service can take advantage of the economies of scale presented by the PSC's established role, expertise and investments in its recruitment programs, its enabling infrastructure (such as the PSRS), and its seven offices across Canada.

1.52 Since the implementation of the PSEA and the broad delegation of staffing authorities to deputy heads, the PSC continues to provide shared staffing and assessment services to many departments and agencies. Although most of the services that the PSC provides are now optional, demand remained high in 2006-2007. Not all departments and agencies have the internal capacity to provide the full range of staffing support and services that their managers require across Canada. In addition, some organizations are too small to have dedicated staffing professionals, or temporarily lose capacity due to the movement of staff.

1.53 In 2005, the PSC initiated a four-year business transformation project to adapt to the changes introduced by the current PSEA and to explore alternative methods of funding, including cost recovery mechanisms. The PSC will tailor its services to address the differing needs of organizations and expand its services in areas where a demand has been clearly identified (such as in recruitment research and analysis and support for collective staffing).

1.54 With its transformation, the PSC is committed to becoming a centralized service provider for departmental and agency managers and for job-seekers, offering integrated and state-of-the-art staffing and assessment services and products. The PSC believes the establishment of a centralized service is a priority for fully implementing the PSEA and modernizing human resources management more generally. The public service can take advantage of the economies of scale presented by the PSC's established role, expertise and investments in its recruitment programs, its enabling infrastructure (such as the PSRS), and its seven offices across Canada.

1.55 **Recruitment** – The high number of applicants to positions and specialized recruitment programs advertised on the PSC's Web site, www.jobs.gc.ca, suggests that, generally, there is no shortage of interest in public service jobs. Of special note are the diversity and education levels in the applicant pool in 2006-2007.

The high number of applicants to positions and specialized recruitment programs advertised on the PSC's Web site, www.jobs.gc.ca, suggests that, generally, there is no shortage of interest in public service jobs.

1.56 In 2006-2007, over 1.07 million applications were received from more than 260 000 individuals in response to 5 671 advertisements on the PSC jobs.gc.ca Web site. The representation by employment equity group members in this applicant pool exceeded workforce availability for all groups except persons with disabilities. Approximately 50% of applicants reported having a university degree.

1.57 **Specialized recruitment programs and contributing to renewal** – The PSC administers specialized recruitment programs for the federal public service, targeting students and post-secondary graduates. These programs give Canadians access to a wide range of career opportunities. In its two Post-Secondary Recruitment (PSR) campaigns in 2006-2007, the PSC received 31 686 applications from 16 785 individuals. The PSC also enables student bridging, whereby managers move students into permanent positions in accordance with organizational criteria and policies. Combined with student bridging, post-secondary recruitment on the part of the PSC and departments and agencies constitutes important sources for recruitment into the public service.

1.58 In 2006-2007 a number of bodies focussed their efforts on renewing the public service. These included the Prime Minister's Advisory Committee on the Public Service, the Public Service Renewal Committee, the Committee of Senior Officials, the Human Resources Management Advisory Committee and the Canada Public Service Agency. The Clerk of the Privy Council has set out priority areas for action, and central agencies and organizations have set out an action plan focussed on planning, recruitment, employee development and enabling infrastructure. The plan includes a commitment to increase significantly the number of post-secondary graduates appointed directly to indeterminate positions. The PSC will work with these organizations to support these commitments.

1.59 **Executive resourcing services** – Resourcing of the executive cadre at the EX-1 to EX-3 levels – either through recruitment from outside the public service or through advancement of current public servants – promotes adherence to the staffing values of fairness, accessibility, transparency and representativeness. As a key member of the human resources community, the PSC continues to collaborate in public service-wide efforts that support the ongoing renewal of the Executive Group and reinforce corporate coordination and the development of executive talent.

1.60 **Assessment** – In the federal public service, assessment products and services play an integral part in the health of the staffing system. The PSC develops and administers professional assessment instruments with a three-fold objective: ensure merit is observed, provide essential tools for selection, and provide public servants with feedback regarding their strengths and developmental needs. In 2006-2007, the PSC continued to modernize its suite of assessment instruments, including improving its second language evaluations and implementing e-testing facilities in several PSC offices across the country. The PSC will also dedicate resources and work aggressively to reduce the wait-time for second language evaluation.

Fifteen months' experience with the new Act show a need for departments and agencies to continue developing innovative approaches to implementing the legislative framework, as well as a need to ensure an approach based on a solid base of information.

Looking ahead

1.61 The PSEA is a key enabler of the renewal goals that the government has set. Organizations and central agencies need to continue making efforts and investments to complete its implementation, and to draw full advantage from its opportunities. Fifteen months' experience with the new Act show a need for departments and agencies to continue developing innovative approaches to implementing the legislative framework, as well as a need to ensure an approach based on a solid base of information.

1.62 Against the backdrop of an important demographic shift in its workforce, the public service has taken important steps, and has seen its staffing levels increase significantly. The PSC looks forward to working together with deputy heads, their managers and the HR community as we continue making the PSEA culture change real, and ensuring effective modernization of the public service.

Chapter 2
Non-partisanship

2 Non-partisanship

The concept of political impartiality

2.1 Non-partisanship, also known as political impartiality, constitutes a core value by which public servants are appointed without political influence and carry out their duties in a politically impartial manner.

2.2 The traditions and values of professionalism and political neutrality have defined Canada's public service ever since the adoption of the merit principle in 1908. It is a cornerstone of Canada's system of government and an essential element of our democratic society.

The traditions and values of professionalism and political neutrality have defined Canada's public service ever since the adoption of the merit principle in 1908.

2.3 Part 7 of the *Public Service Employment Act* (PSEA) governs the political activities of public servants. It recognizes the need to balance the rights of employees to engage in political activities with the principle of a politically impartial public service. Employees can engage in political activities outside the performance of their duties as public servants as long as they do not impair, or are not perceived as impairing, their ability to perform their duties in a politically impartial manner.

Part 7 of the *Public Service Employment Act* (PSEA)

2.4 Under the (PSEA), political activity means:

(a) carrying on any activity in support of, within or in opposition to a political party;

(b) carrying on any activity in support of or in opposition to a candidate before or during an election period; or

(c) seeking nomination as or being a candidate in an election before or during the election period.

2.5 Political activities governed by the PSEA traditionally included candidacy at the federal, provincial and territorial levels. With the coming into force of the current PSEA in December 2005, the political activities regime was expanded to include municipal elections and the activities in the above definition.

2.6 The provisions on political activities apply to employees in federal organizations that are subject to the PSEA. It also applies to separate agencies whose enabling legislation provides that the political activities provisions of the PSEA apply to their employees. Those agencies are:

- the Canadian Institutes of Health Research;
- the Financial Transactions and Reports Analysis Centre of Canada;
- the Canada Revenue Agency;
- Parks Canada; and
- the National Film Board of Canada.

The PSEA provisions for political activities also apply to persons employed by the Public Service Staffing Tribunal.

2.7 Activities that do not fit the definition of political activities under the PSEA are subject to the *Values and Ethics Code for the Public Service* or, in cases where the Treasury Board is not the Employer, to the organization's applicable code.

2.8 **Providing guidance** – The Public Service Commission (PSC) provides guidance to organizations and public service employees on the application of Part 7 of the PSEA. In 2006-2007, it conducted two information sessions for designated representatives from all organizations subject to the political activities provisions of the PSEA and provided details about the availability of existing tools (including a self-assessment questionnaire and frequently asked questions) and ongoing assistance and guidance to employees and designated representatives. The PSC also informed deputy heads of upcoming elections and provided them with communications tools to remind employees of their rights and obligations related to political activities.

Governor in Council appointees governed by Part 7 of the PSEA

2.9 The Governor in Council (GIC) appoints deputy heads and chief executive officers of organizations of the federal public administration. Part 7 of the PSEA applies to deputy heads of all organizations of the public service for which the PSC has exclusive authority to make appointments. It also applies to the Chief Executive Officers of other public service organizations whose enabling legislation provides that the political activities provisions of the PSEA apply to them.

2.10 A perceived risk to the political impartiality of the public service is considered as important as one that is real, due to the impact it may have on the confidence of the public and the government in the public service. The Act limits the political involvement of deputy heads to voting. The PSC can investigate any allegation from a candidate that a deputy head has contravened the PSEA and report its conclusions to the GIC who can dismiss the deputy head. To date, no such allegations have been brought to the PSC's attention.

2.11 In 2007, the government released new *Guidelines for the Political Activities of Public Office Holders*. These guidelines note the PSC's mandate in this area, and refer questions with respect to obligations under the PSEA to the PSC.

... to seek nomination as or be a candidate in an election, an employee must first obtain permission from the PSC.

Political candidacy

2.12 In its role of protecting the political impartiality of the public service, the PSC reviews candidacy requests from public servants. The PSEA is explicit: to seek nomination as or be a candidate in an election, an employee must first obtain permission from the PSC. The PSC reviews each permission request on a case-by-case basis, taking into consideration factors such as:

- the nature of the election including the level (federal, provincial, territorial or municipal elections) and for municipal elections, the presence or absence of political parties;
- the nature of the employee's duties (for example, the type of responsibilities inherent to the position, such as regulatory duties or the provision of policy advice); and
- the level and visibility of the employee's position (for example, the level in the organizational hierarchy, the internal and external profile of the position in relation to the duties performed).

2.13 The PSC reviews each candidacy request on its own merit, granting permission only if it is satisfied that seeking nomination or being a candidate will not impair, or be perceived as impairing, the employee's ability to perform his or her duties in a politically impartial manner. In situations where there may be concerns about the impartiality of the public service, the PSC may make its permission conditional on the employee taking a leave of absence without pay (LWOP) or it may simply deny the request if the risk cannot be mitigated through LWOP or other arrangements with the department or agency.

2.14 The chart below outlines the PSEA requirements related to candidacy in elections. More specifically, it states the employee's obligations before seeking nomination or becoming a candidate and the PSC's discretion when assessing permission requests.

Table 1 – PSEA requirements related to candidacy in elections

	Federal, provincial or territorial elections	Municipal elections
Seeking nomination **before or during** election period	PSC permission required, may be conditional on LWOP*	PSC permission required, may be conditional on LWOP*
Be a candidate **before** election period	PSC permission required, may be conditional on LWOP*	PSC permission required, may be conditional on LWOP*
Be a candidate **during** election period	Permission and LWOP from the PSC required	PSC permission required, may be conditional on LWOP**
Effect of being elected	Requestor ceases to be an employee	PSC may make permission conditional on: ▪ employee taking LWOP; or ▪ requestor ceasing to be an employee.

The PSC may make permission conditional on the employee taking a leave of absence without pay:

* for the period or any part of the period in which he or she seeks nomination as a candidate, or for the period or any part of the period in which he or she is a candidate before the election period, as the case may be;

** for the period in which he or she is a candidate during the election period.

Note: In cases where the PSC has concerns about the type of work done or the specific files processed by the employee, operational arrangements are made by the department or agency.

Permission and leave granted

2.15 For the period from April 1, 2006 to March 31, 2007, the PSC received 95 requests for leave of absence to seek nomination as, or to be, a candidate in an election. This represents a significant increase from last year, when 20 requests were submitted to the PSC. The table below illustrates the disposition of requests submitted by public servants.

Table 2 – Status of permission requests – April 1, 2006 – March 31, 2007

Level of election	Permission granted	Permission not granted	Requests withdrawn	Requests pending PSC review	TOTAL Permission requests
Federal	9	0	2	3	14
Provincial	7	0	3	0	10
Territorial	1	0	0	0	1
Municipal	40 * 23 **	1	5	1	70
TOTAL	**80**	**1**	**10**	**4**	**95**

* Permission granted, without a LWOP condition.

** Permission granted, conditional on the employee taking a LWOP if elected.

Source: PSC Internal Tracking System.

Challenges

2.16 **Significant increase of candidacy requests** – Prior to December 31, 2005, the PSC had no responsibility regarding municipal elections. The current PSEA expanded the political activities regime to cover municipal elections. Consequently, the number of requests made to the PSC has grown considerably. Of the 95 requests received in 2006-2007, 70 were for permission to be a candidate in a municipal election (see table 2 for details on candidacy requests).

Of the 95 requests received in 2006-2007, 70 were for permission to be a candidate in a municipal election.

2.17 **Cases of non-compliance** – In anticipation of the municipal elections that were going to be held in a number of provinces and territories in October and November 2006, the PSC asked deputy heads in August 2006 to remind their employees of their obligation to obtain the PSC's permission to be candidates in municipal elections. This reminder was followed by an increase in requests. In September and October 2006, the PSC received 37 candidacy requests, of which 36 were for municipal elections.

2.18 For candidacy requests received in 2006-2007:

- Thirty of the 95 requests received (32%) did not comply with the *Political Activities Regulations*, which stipulate that requests be submitted no later than 30 days before the date by which the applicant requires a decision from the Commission. This time period allows the PSC to seek any additional information needed to resolve issues and questions and to confirm its analysis with the employee, the employee's manager and the responsible deputy head.

- In 26 of the 95 requests received (27%), employees had either declared their candidacy, or had been acclaimed or elected prior to requesting the PSC's permission. Twenty-two of the 26 employees who declared their candidacy prior to receiving PSC permission were candidates in municipal elections.

2.19 In situations where an employee seeks nomination or becomes a candidate without the PSC's prior approval, the case can be the subject of an investigation of improper political activity. If the allegation is substantiated, the PSC may impose corrective action. See "Investigations of improper political activities" later in this chapter.

2.20 **Peace officer status** – In the course of reviewing candidacy requests, the PSC received a number of requests from employees who had peace officer status. These employees have power to enforce laws by seizing goods, or detaining and arresting people. The PSC is concerned about the risks, real or perceived, to the employee's ability to perform his or her duties as a peace officer in a politically impartial manner while being a candidate or an elected official.

2.21 In such instances, the PSC examined the likelihood, frequency and nature of the employee's interaction as a public servant holding peace officer status with the residents of the community or constituents of the riding in which they were seeking elected office. The PSC took into account the following factors:

- whether the employee worked in a municipality that was different from where he or she was seeking election;
- the role of the employee and the nature of the contact with constituents (for example, whether the individual was a front-line officer with direct contact with the public); and
- the level of visibility the employee had with residents of a community when discharging his or her public service duties.

2.22 As a result of these considerations, the PSC approved 19 political candidacy requests for municipal elections from employees with peace officer status. Of these requests, permission was granted to 11 employees to be candidates on the condition that, if elected, they had to take LWOP.

2.23 In situations where the PSC determines a risk to impartiality with respect to municipal candidacy, the PSC may require a LWOP for the election period and/or during the term of office should the candidate be elected. Since many elected municipal positions have little or no remuneration, the PSC recognizes that employees have a difficult choice to make regarding their pursuit of elected office.

2.24 **Amendments to the process and to *Political Activities Regulations*** – The expanded political activities regime required the PSC to quickly develop new expertise to be able to provide guidance to public servants wanting to engage in municipal politics. After one year of approving municipal candidacy requests, the PSC refined its approach in view of new sets of issues that arose, such as cases of non-compliance on the part of public servants with peace officer status.

2.25 Based on its experience in implementing the new provisions, the PSC found that employees were not all providing the same level of detail when submitting candidacy requests which, in some cases, precluded the PSC from making a sound assessment of the request and delayed the analysis and the related decision. The PSC reviewed its process for submitting requests in order to make thorough assessments while still delivering timely decisions.

The PSC monitors issues or situations based on the real or perceived risk they pose to the political impartiality of the public service.

2.26 The new process involves completing standard forms that can be found on the PSC Web site. The employee needs to send his or her information along with the manager's and the deputy head's input when submitting his or her request. These changes will also be reflected in the *Political Activities Regulations* in the coming year. This will contribute to ensuring a good balance between the employee's rights and the need for an impartial public service.

Monitoring the political impartiality of the public service

2.27 Maintaining the reality and perception of a non-partisan public service is a key concern for the PSC. The PSC monitors issues or situations based on the real or perceived risk they pose to the political impartiality of the public service.

2.28 In 2006-2007, the PSC developed a monitoring approach that will contribute to better managing risks to political impartiality and will help in making decisions on additional actions required to safeguard political impartiality. The PSC began to validate its approach with departments and agencies, central agencies and bargaining agents. The PSC is gathering their input on the proposed approach, asking them about other issues that they believe may pose a risk to political impartiality, other tools they may need from the PSC to help safeguard political impartiality, and the implications of the monitoring approach for organizations.

2.29 The analysis of the information gathered in 2006-2007 on political impartiality demonstrated that most departments and agencies informed their employees of the new rules regarding political activities under the new PSEA. Work remains to be done in organizations to clarify roles and implement controls required for them to sustain timely and consistent communication of information and advice to employees, and for the organizations to make decisions when dealing with issues of political impartiality.

2.30 **Governance** – Organizations were expected to implement processes and mechanisms to be able to manage issues related to political impartiality. They were expected to make sure that their employees have timely and easy access to information and assistance regarding their rights, obligations, and responsibilities in regard to political activities. For 2006-2007, this meant having a designated representative in their organization for matters relating to political activities. The PSC's assessment demonstrated that all organizations met this expectation.

2.31 **Communication** – The PSC expected organizations to inform all employees of their rights and obligations under the new legislation and of the support available and where to access information when deciding whether to get involved in political activities or to become candidates in elections. Most organizations met or exceeded the PSC's expectations for communication. The PSC made some recommendations to the deputy heads of those organizations that did not take sufficient measures in the area of communication.

2.32 **Control** – Organizations were expected to provide information and collaborate with the PSC in a timely manner to safeguard political impartiality. In addition to complying with the reporting process, this expectation included the manner of dealing with requests from public servants for permission to be a candidate in an election and ways to ensure that these employees respected the conditions imposed by the PSC. Most organizations met these expectations.

Best practices

2.33 Many organizations have started to implement practices to deal with potential issues of political impartiality and to ensure that their employees have continuous access to information and advice on their rights and obligations in terms of their political involvement. Many of the departmental and agency representatives have participated in the learning events organized by the PSC, to acquire the information they require to advise employees on this subject.

2.34 Most departments and agencies make employees aware of the name and contact information of their designated representative in their communiqués on political activities, so employees know whom they can call for information and advice. (The list of departmental and agency designated representatives is also on the PSC web site. In addition, the PSC provides a 1-800 number and an e-mail address for information and advice on the rights and obligations of public servants in relation to political activities.)

2.35 Some organizations have implemented multifaceted communication strategies to ensure their employees are informed of their rights and obligations regarding their political activities. These include the Immigration and Refugee Board, the Department of National Defence, the Department of Citizenship and Immigration, the Canadian Radio-television and Telecommunications Commission, the Public Service Labour Relations Board and the Hazardous Materials Information Review Commission.

- Their strategies include sending e-mails and reminders to employees during election campaign periods, including information about employee rights and obligations on the organization's intranet site, including political activities in their code of values and ethics, and including a paragraph about political impartiality in the letters of offer to new employees.

2.36 Through the reporting process, organizations provided feedback to the PSC. Many expressed appreciation for the timely reminders about upcoming elections, and hope that the PSC will continue to play that role. Others have made suggestions that the PSC review complex cases in future information sessions, to ensure that lessons learned can be shared systematically across organizations.

Movement of individuals between the public service and ministers' offices

2.37 Non-partisanship is one of the cornerstone values that govern appointments to and within the public service. Maintaining the real and perceived political impartiality of the public service is a core element of the PCS's mandate. In its 2005-2006 Annual Report, the Commission expressed its concerns regarding the unmonitored and uncontrolled movement of public servants between ministers' offices and the public service.

2.38 Ministers' exempt staff[3] primarily come from two sources:

- appointment of individuals from outside the federal public service; or
- federal public servants (employees) on leave without pay to work as exempt staff in a minister's office.

2.39 Public servants who work as exempt staff in a minister's office often gain valuable insight into the challenges facing the government and the policy development process. The PSC shares Parliament's concern about the reality and perception of political impartiality resulting from the uncontrolled movement of public servants to and from ministers' offices as exempt staff. Factors such as the nature of the work performed while in a minister's office, the duration of the individual's tenure as a minister's exempt staff and the nature of the work performed upon his or her return to the public service may impair, or be perceived as impairing, the employee's ability to perform his or her duties in a politically impartial manner.

2.40 The Treasury Board Secretariat's *Leave Without Pay Policy (LWOP)* provides that deputy heads have the authority to grant LWOP for public servants working in a minister's office as exempt staff. The Secretariat is responsible for monitoring the application of the Policy, although there is no specific requirement to monitor the movement of public servants between the public service and ministers' offices. The Policy specifies, however, that leave without pay to accept employment as exempt staff of a member of Parliament should only be granted if the deputy head is satisfied that the individual's subsequent re-employment in the department or agency will not be prejudiced.

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[3] A minister's exempt staff does not include departmental staff assigned to a minister's office to provide non-political advice that falls within the scope of the minister's portfolio responsibilities. Functions performed by departmental staff normally include ensuring liaison between the minister's office and the department, sharing of information and documents and providing, in collaboration with the deputy minister and senior departmental officials, advice on departmental issues to the minister and his or her exempt staff.

Audit of the Movement of Public Servants between the Federal Public Service and Ministers' Offices

2.41 In 2005-2006, the PSC investigated the circumstances surrounding the so-called "phantom positions", two requests received from departments to provide (pursuant to the PSEA) a priority entitlement for the appointment of two ministerial exempt staff. The PSC determined that the approaches used to staff both of these positions failed to respect the concepts of fair practices or non-partisanship – values that underpin staffing in Canada's public service.

2.42 Following this investigation and because of parliamentary interest in this area, the PSC undertook a comprehensive audit of the movement of public servants from ministers' offices back to the public service. Further information regarding this audit is available on the PSC Web site. The audit identified gaps in the policy framework governing the movement between the public service and ministers' offices. The PSC will be working with central agencies to determine the best approach to mitigate the real or perceived risks to non-partisanship.

Repeal of ministers' staff priority entitlement

2.43 When it received royal assent on December 12, 2006, the *Federal Accountability Act* (FAA) repealed subsections 41(2) and 41(3) of the PSEA. These subsections provided exempt staff employed in the office of a minister, the Office of the Leader of the Opposition in the Senate or the Office of the Leader of the Opposition in the House of Commons, with an entitlement, under certain circumstances, to be appointed ahead of all others to positions in the public service for which they were qualified.

2.44 The FAA also amended the PSEA to provide a right for exempt staff to participate in advertised internal appointment processes open to the entire federal public service. The right to participate in these processes is for a one-year period after the person ceases to be employed as exempt staff, and the person must have been employed for at least three years in the above-mentioned offices in order to have the right. The FAA also gives these persons the right to make a complaint to the Public Service Staffing Tribunal in relation to an internal appointment on the following grounds:

- abuse of authority in the application of merit;
- abuse of authority in the choice of appointment process; or
- failure to assess a person in the official language of his or her choice.

2.45 Since the provisions came into effect in December 2006 and it takes three years to acquire this right, no exempt staff currently enjoy it. When these rights need to be administered, the PSC will put in place mechanisms to ensure they are appropriately managed, and to allow those entitled to have access to information on internal job processes.

2.46 The transitional provisions of the FAA indicated that the repeal of priority rights did not affect persons who, prior to December 12, 2006, had ceased to be employed in one of the offices named above and who otherwise met the conditions to be entitled to a ministers' staff priority. As of March 31, 2007, the priority entitlement of 16 ministers' staff priorities expired without an appointment to the public service and no other minister's staff priorities were left in the system.

Investigations of improper political activities

In 2006-2007, the PSC received six allegations alleging improper political activities by employees.

2.47 Under the PSEA, the PSC may investigate any allegation of improper political activities by an employee or a deputy head. Anyone may submit an allegation of improper political activity by federal public servants to the PSC. Only a person who is or was a candidate in an election may make an allegation that a deputy head contravened the PSEA. In 2006-2007, the PSC received six allegations alleging improper political activities by employees.

2.48 One investigation completed during the fiscal year concerned an alleged activity of a public servant being involved as a campaign worker for a leadership candidate. The investigation concluded that the person concerned had, in fact, not been a campaign worker, and instead, a misunderstanding had occurred when a newspaper used an archival photograph of a leadership candidate accompanied by the employee. The picture was not in any way related to the candidate's leadership campaign. As a result, the complaint was unfounded.

2.49 In another case, the PSC conducted an investigation as per sections 114 (1) and (2) of the PSEA to determine if a federal public servant had failed to request and obtain the permission from the PSC prior to seeking candidacy and becoming a candidate in the next federal election. The investigation was founded and, in accordance with its authority under section 118 of the PSEA, the PSC ordered appropriate corrective action, including mandatory attendance by the employer at an awareness session on political candidacy, offered by the PSC's Policy Branch.

2.50 The PSC also initiated an investigation into the activities of an Environment Canada employee.

- In February 2007, the employee requested the PSC's permission to seek nomination as a candidate and, if successful, to run as a candidate in an upcoming federal election. A week later, the PSC acknowledged receipt of his request for permission to seek nomination and advised him that no declaration of candidacy or related activities could be undertaken until he had received permission, which was subsequently granted on March 9, 2007.
- Disregarding advice from a variety of sources, the employee publicly announced his intention to become a candidate in three media articles published during the period of February 22 to March 8, 2007. The articles clearly linked the employee to his departmental work.
- After receiving PSC permission, the employee contravened the conditions to which he was subject by campaigning for nomination. The activity attracted attention and comment concerning his work and his employment. He received and publicized endorsements from stakeholders in the department's work.
- After investigation, it was evident that this employee's visibility and political activity had increased simultaneously. His perceived ability to perform his employment duties in a politically impartial manner had been impaired.
- Consequently, pursuant to its authority to take corrective measures under section 118 of the PSEA, the PSC directed that the employee be placed on leave of absence without pay from the date of the decision until such time as he could demonstrate that he conformed, to the PSC's satisfaction, to the conditions listed in the permission, and that a copy of the decision be included in the employee's personal file.

Chapter 3
Staffing values and results

3 Staffing values and results

Overall staffing activity

3.1 Under the *Public Service Employment Act* (PSEA), the Public Service Commission (PSC) has the authority to make appointments to and within the public service. The PSEA also provides for the delegation of staffing authorities to deputy heads. This is a reflection of the deputy head's responsibility as principal manager of people.

3.2 Deputy heads, in turn, are encouraged to sub-delegate in writing to hiring managers within their organization. Deputies remain accountable to the PSC for the exercise of delegated authorities in their organization, and lead hiring managers in strategic and corporate approaches, as in any other area.

The PSC continues to articulate the authorities it delegates to deputy heads in its Appointment Delegation and Accountability Instrument.

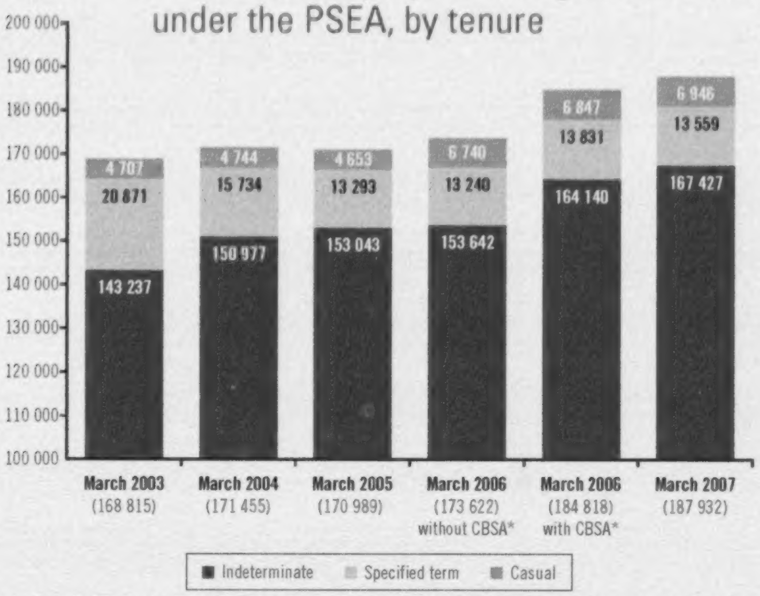
3.3 The PSC continues to articulate the authorities it delegates to deputy heads in its Appointment Delegation and Accountability Instrument (ADAI). This instrument supports the foundation of values set out in the PSEA and provides a basis for departments and agencies to report on progress in implementing values-based approaches to staffing a public service that strives for excellence and serves with integrity in facing Canada's challenges. The PSC may also apply specific limitations or conditions, or remedial measures, to a particular deputy head's delegated authorities (see paragraph 4.41).

3.4 Under the PSEA, departments and agencies are accountable to the PSC, which is itself accountable to Parliament. The Staffing Management Accountability Framework (SMAF) is a key feature of the ADAI and is used in monitoring how deputies exercise their delegated authorities. As of March 31, 2007, the deputy heads of 80 organizations had signed an ADAI and were in a position to exercise the delegated authorities of the PSEA according to the conditions prescribed by the ADAI.

3.5 As of March 31, 2007, these organizations included 180 986 employees and an additional 6 946 casual workers. This represented a growth of 1.7% over the previous year.

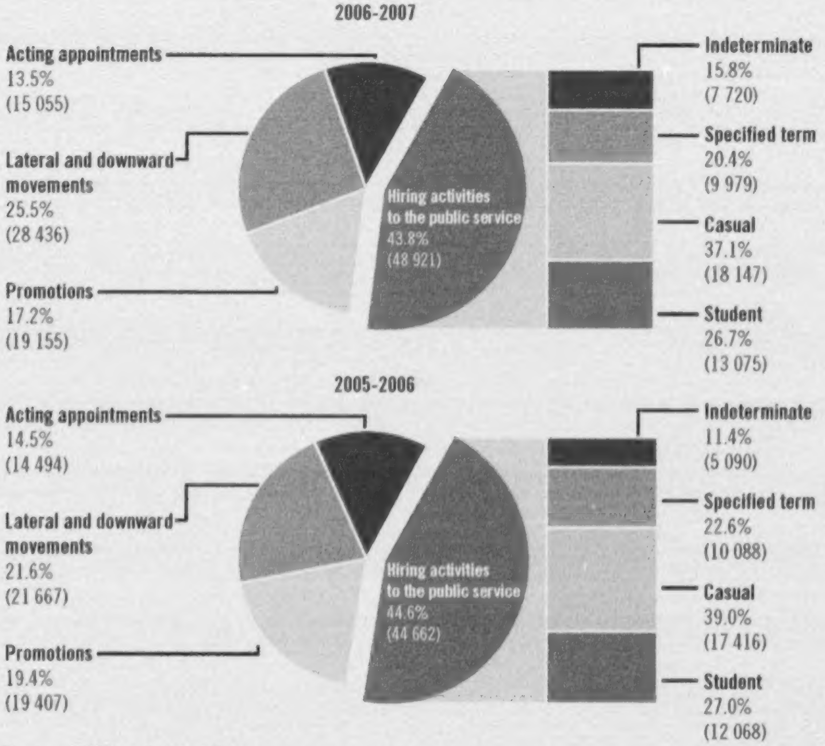
3.6 Organizations conducted 111 567 staffing actions during 2006-2007, of which 80 345 were appointments to or within the public service (65 775 indeterminate and 14 570 specified term), 13 075 were students and an additional 18 147 were for casual employment. This represented an 11% increase in staffing activity over the previous fiscal year.

Figure 1 – Number of employees in organizations under the PSEA, by tenure



* Canada Border Services Agency. **Source:** PSC Population files. See also Appendix 6, Statistical tables.

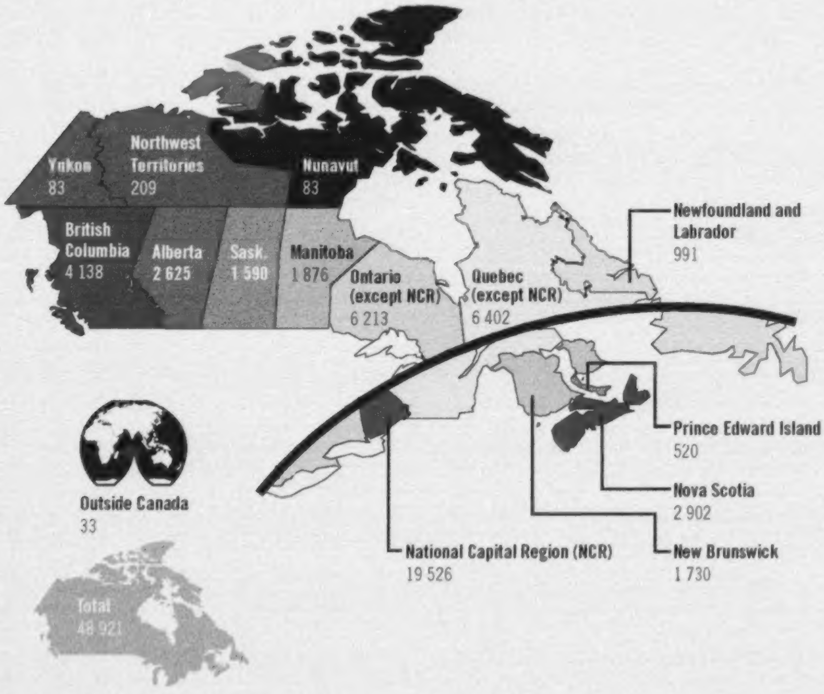
Figure 2 – Overall public service hiring and staffing activities



Source: PSC Appointment files.

3.7 This staffing resulted in 48 921 appointments to public service positions across the country during 2006-2007. Of these, 17 699 were to indeterminate and specified term positions, 18 147 were casual workers and 13 075 were students. Figure 3 shows the distribution of this hiring activity by province.

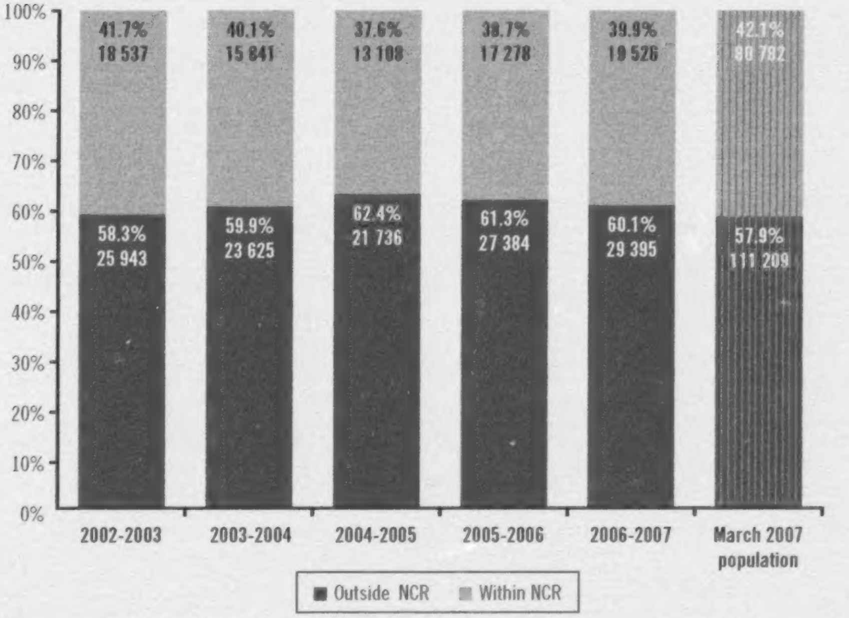
Figure 3 – Hiring activity to the public service by geographic area – 2006-2007


Yukon
83
Northwest Territories
209
Nunavut
83
British Columbia
4 138
Alberta
2 625
Sask.
1 590
Manitoba
1 876
Ontario (except NCR)
6 213
Quebec (except NCR)
6 402
Newfoundland and Labrador
991
Prince Edward Island
520
Nova Scotia
2 902
New Brunswick
1 730
National Capital Region (NCR)
19 526
Outside Canada
33
Total
48 921

Source: PSC Appointment files.

3.8 Approximately 40% of this hiring activity (19 526 out of 48 921) was to positions located in the National Capital Region (NCR). Figure 4 shows that the proportion of the public service appointments (indeterminate, specified term, casual and students) within the NCR has remained relatively stable over the past five years and is similar to the public service employee population distribution as of March 31, 2007.

Figure 4 – Hiring activity and population within and outside the National Capital Region, compared to the population as of March 31, 2007



Note: Totals include indeterminate, specified term, casual and student hiring activity to the public service.

Source: PSC Appointment files.

Monitoring staffing values and authorities

3.9 Using information gathered through monitoring, the PSC assesses staffing performance annually and provides feedback to deputy heads to ensure continuous improvement in the public service appointment system. The results of this assessment for 2006-2007 are reviewed in this chapter from two perspectives:

- performance against the staffing values; and
- the SMAF's management expectations.

The results provide the basis for the list of top performing organizations found at the end of this chapter.

3.10 Monitoring involves the review and assessment of information from central systems, the results of recourse, audits and investigations, and reports provided to the PSC by delegated organizations.

Values of the *Public Service Employment Act*: The Public Service Commission protects the core values of merit and non-partisanship, as well as the guiding values of fairness, transparency, access and representativeness.

Merit

- Every person appointed meets the essential qualifications, including official language proficiency, established by the deputy head for the work to be done.
- The manager may take into consideration any current or future asset qualifications, operational requirements and organizational needs also identified by the deputy head.

Non-partisanship

- Appointments and promotions to and within the public service are made free from political influence.
- Employees have the right to engage in political activities, while maintaining the principle of political impartiality in the public service.
- The political activity of employees must not impair, or be perceived as impairing, their ability to perform their duties in a politically impartial manner.
- Political activity means any activity in support of, within or in opposition to a political party; any activity in support of or in opposition to a candidate; or seeking to be a candidate in an election.

Fairness

- Decisions are made objectively and free from political influence or personal favouritism; policies and practices reflect the just treatment of persons.
- Persons have the right to be assessed in the official language(s) of their choice in an appointment process.

Transparency

- Information about strategies, decisions, policies and practices is communicated in an open and timely manner.

Access

- Persons from across the country have a reasonable opportunity to apply, and to do so in the official language(s) of their choice, and to be considered for public service employment.

Representativeness

- Appointment processes are conducted without bias and do not create systemic barriers, to help achieve a public service that reflects the Canadian population it serves.

3.11 In the course of gathering this information, it became clear that reduced human resources (HR) capacity has become an impediment to full implementation of the PSEA. The PSC's data show that the PE (Human Resources) occupational group is experiencing a higher rate of mobility than other groups. In the departmental and agency reports, HR capacity issues were the most-frequently cited barrier to progress in completing HR plans, implementing policies, and developing monitoring and controls.

Assessment on values

Merit

Organizations' HR plans and staffing strategies are not sufficiently developed to support full use of the flexibilities that the new definition of merit allows.

Official language proficiency is an essential qualification. Organizations have reduced the number of cases that do not respect the provisions of the *Public Service Official Languages Exclusion Approval Order* when initial exemption periods have expired. The PSC will continue to monitor these efforts.

3.12 The current PSEA defined merit in the statute for the first time (subsection 30.(2)). With this new definition, each appointment is made based on a selection, from among candidates who meet the essential qualifications, of individuals who best fit the combination of asset qualifications, organizational needs and operational requirements for the appointment.

The PSC expects that the deputy head will identify factors influencing staffing decisions through the organization's HR plan, employment equity plan and staffing strategies.

3.13 This definition provides important flexibility to hiring managers who need to balance a variety of factors in making each appointment. The PSC expects that the deputy head will identify factors influencing staffing decisions through the organization's HR plan, employment equity plan and staffing strategies. These factors should contribute to the development of the merit criteria to be used in making appointment decisions. The PSC also expects that organizations will monitor their appointments to ensure that the staffing values, including merit, are respected.

- Departments' and agencies' staffing policies, ongoing training about the current PSEA and communication of staffing information indicate that they are taking steps to make use of the new definition of merit. However, the PSC's review of HR plans, discussed later in this chapter, found that most organizations have not yet developed the staffing strategies needed to effectively make use of all the elements of the new definition of merit, such as current and future operational requirements and current and future organizational needs, including employment equity.

- Unlike planning for each individual appointment, staffing strategies identify current and future organizational needs and operational requirements, and influence resourcing decisions made throughout the department or agency. However, current HR plans show that more work needs to be done in order to identify current and future organizational needs that form the basis for staffing strategies. Where issues such as employment equity gaps in representation have been identified in planning documents, organizations need to develop staffing strategies to address them. Because of the lack of cohesive strategies, planning information is largely focussed on individual staffing actions. This is not sufficient to support the complete implementation of the new definition of merit.
- Some organizations have incorporated committee or other oversight as quality control for merit criteria used in advertised appointment processes.

3.14 Past public service surveys have consistently shown that there is a relatively positive perception that competent persons are appointed. In the 2005 public service employee survey, 77.6% of public servants giving an opinion indicated that their work unit hires people who can "do the job". In the 2002 survey, 80.4% of those with an opinion had a positive response.

Official languages: monitoring of the *Public Service Official Languages Exclusion Approval Order*

3.15 **Official language** proficiency is an essential qualification. This means that a person must meet the official language profile of the position when they are appointed, unless appointed on a non-imperative basis.

3.16 Under the *Public Service Official Languages Exclusion Approval Order* ("the Order") a public servant may be exempted from the application of the PSEA with respect to official language proficiency for a two year period, which can be extended. This means that in exceptional circumstances, an employee may obtain an extension of the initial exemption period. Although a new Order has been in effect since December 2005, the PSC will not see the first extensions to exemptions under it until early in 2008, since employees exempted from January 2006 will have until January 2008 to meet the language requirements of their positions. The extensions that are the subject of this report were granted under the Order made under the old Act.

Over the last three years, there has been a decrease in applications for extensions in the Executive Group.

- For executives exempted under the old Order, the exemption period may be extended with the approval of the PSC. Deputy heads are authorized to grant extensions for other occupational groups. The PSC holds the authority to approve applications for all groups and levels for exemptions on humanitarian grounds under the old Order, or for medical reasons under the new Order.
- Over the last three years, there has been a decrease in applications for extensions in the Executive Group. The table below shows that since 2004, the number of extensions approved for this Group by the PSC fell from 61 in 2004-2005 to 31 in 2006-2007, a decrease of 51%. This may be due to several factors. It could be attributable to the smaller number of non-imperative appointments, the larger number of candidates who are bilingual when appointed, or the fact that the EX cohort appointed before 1998 is now bilingual (see the trend in the table below).

Table 3 – Trend in applications for extensions for the Executive Group since 2004

2004-2005	2005-2006	2006-2007
61	50	31

Source: PSC official languages files.

Table 4 – Applications for exclusion on humanitarian or medical grounds, all groups, 2006-2007

Applications submitted	Applications approved	Applications withdrawn	Applications in process
7	4	2	1

Source: PSC official languages files.

Results of the application of the Order within organizations

3.17 Under the Treasury Board *Directive on the Staffing of Bilingual Positions,* bilingual positions may be staffed on a non-imperative basis under exceptional circumstances. This means that the employee need not meet the language requirements of the position upon appointment, but has two years to do so, with the possibility of an extension under the Order. This makes bilingual positions accessible to all unilingual Canadians. The table below shows that the number of non-imperative appointments has been falling for the last five years. Nevertheless, the percentage of public servants not meeting the language requirements of their positions upon appointment has remained substantially the same. The PSC will continue to monitor such cases when the two-year exemption period granted upon appointment expires.

Table 5 – Number of employees excluded under the Order

	Indeterminate appointments to bilingual positions	Non-imperative appointments	Employees not meeting the requirements when appointed
2002-2003	20 216	4 505 (22%)	726 (16%)
2003-2004	17 786	3 848 (22%)	523 (14%)
2004-2005	16 029	2 768 (17%)	454 (16%)
2005-2006	19 793	2 180 (11%)	308 (14%)
2006-2007	22 744	2 294 (10%)	354 (15%)

Source: PSC Appointment files excluding acting appointments.

Since a monitoring system for the Order was put in place in 2003-2004, the situation within organizations has improved considerably.

PSC – Role in monitoring compliance with the Order

3.18 Since a monitoring system for the Order was put in place in 2003-2004, the situation within organizations has improved considerably. Since 2003-2004, organizations have been required to report on all cases in which the initial two-year exemption period has expired. This obliged them to set up systems to track non-imperative appointments. The PSC also requested that they apply the provisions of the Order upon expiry of an employee's exemption period in order to resolve non-compliant situations.[4]

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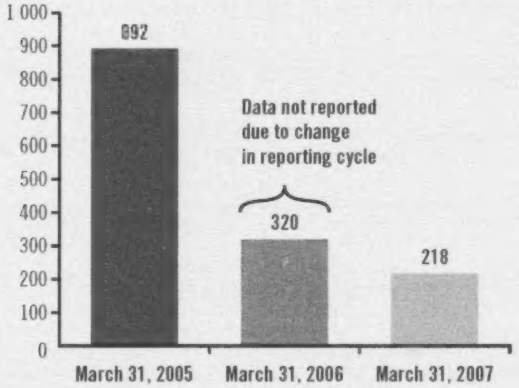
[4] Non-compliant: an incumbent who does not meet the language requirements of his or her position at the end of the initial two-year exemption period and whose situation has not been regularized by means of an extension.

3.19 During departmental and agency visits conducted in the spring of 2006, the PSC encouraged organizations to resolve cases in which the initial two-year exemption period had expired, either by extending the exemption, or by deploying incumbents to positions for which they were qualified, as the Order directs. The PSC has noted, moreover, that organizations are increasingly following this practice, with a consequent substantial reduction in the number of non-compliant cases.

3.20 Figure 5 below shows the substantial drop in non-compliant cases observed since the 2005-2006 Annual Report. That Report referred to 2004-2005 data. This year, the PSC has made changes in data collection in order to use more current figures. Thus, data collected in 2006-2007 are used in this Annual Report. Data collected in 2005-2006 are nonetheless included for information purposes, since they would normally have been featured in this edition of the Report.

Figure 5 – Number of non-compliant situations at March 31st of each year



Note: The 2005-2006 Annual Report used 2004-2005 data. The cycle has been changed this year to include data collected in the current year. This Report uses 2006-2007 data.

Source: PSC official languages files.

3.21 The 2005-2006 Annual Report cited a total of 892 non-compliant cases as of March 31, 2005. The total fell to 218 as of March 31, 2007, an improvement of 76%. Most (83%) such situations arose in 12 organizations. Some organizations are experiencing more difficulty in the monitoring application of the Order.

3.22 The 2006-2007 monitoring exercise has shown that organizations are making sustained efforts to improve matters.

- Data are more reliable, because most organizations have now put more functional and efficient systems in place.
- Organizations have set up monitoring mechanisms to track non-imperative appointments and expired exemption periods.
- Organizations are taking action to comply with the Order. They approve extensions when an employee's two years have passed and the situation requires it, or they arrange deployment to a position for which the employee is fully qualified.

3.23 There are now 257 cases in which four years have elapsed: the two-year initial exemption plus a two-year extension. In 160 (62%) of them, the Order has been complied with, since an extension has been approved. It should be noted that such situations will no longer be allowed for appointments subject to the new Order. The Commission accordingly wrote to deputy heads in March 2007 to remind them of the importance of putting effective monitoring mechanisms in place in order to keep a close eye on non-imperative appointments, since the new Order limits extensions to a maximum of two years beyond the initial exemption period.

3.24 The PSC recognizes the progress achieved, and the effort organizations have made to comply with the Order. However, the PSC will remain vigilant with respect to compliance with the merit principle in non-imperative staffing processes, since language proficiency is an essential qualification.

Non-partisanship in staffing

The PSC continues to find little direct political influence in the staffing system.

3.25 Each deputy head is required to sign a formal statement affirming that the organization adheres to the staffing values of merit, non-partisanship, fairness, transparency, access and representativeness. The statement also affirms that the information provided is a fair and accurate representation of the organization's results.

3.26 All complaints about political influence in staffing decisions are required to be referred to the PSC.

- Only one complaint about political influence in staffing was received by the PSC during the fiscal year. The investigation of this complaint is expected to be complete in 2007-2008.

3.27 The PSC's Audit of the Movement of Public Servants between the Federal Public Service and Ministers' Offices is discussed in Chapter 2.

Noteworthy practices

- **Fisheries and Oceans Canada**, the **Canadian Environmental Assessment Agency**, **Transport Canada**, **Statistics Canada**, and the **Office of the Registrar of the Supreme Court of Canada** require selection board members to sign a statement attesting to non-partisanship in the staffing process.
- The **Canadian Transportation Agency** reports that staffing activities are monitored to ensure decisions do not involve partisanship. The organization has conducted an analysis of informal discussions and complaints to ensure decisions do not involve partisanship and/or the perception of partisanship, and no issues were found.

Fairness

The PSC continues to be concerned with perceptions of fairness in appointment processes. The increased likelihood of promotion following an acting appointment supports concerns expressed through employee surveys.

The PSC has raised concerns about acting appointments for several years.

3.28 The PSC's Survey of Appointments asked successful candidates in processes that were completed between April and September 2005 about their perceptions of fairness in these appointment processes. Fifty percent of appointees who responded agreed with the statement "Internal appointments (actings, terms, promotions) are made fairly." Twenty percent provided a neutral response, and 29% disagreed with this statement.

3.29 The PSC has raised concerns about acting appointments for several years. An acting appointment may provide the actor with an advantage when the position is permanently filled – an advantage not available to other candidates who did not have the same opportunity.

3.30 The PSC recently published a study that explored whether an acting appointment of greater than four months gives an employee an advantage in terms of gaining a subsequent promotion. The study estimated the rate of promotion following an acting appointment as 41.3% in the public service as a whole. This was significantly higher than the comparable promotion rate for non-acting employees (approximately 6%). When they occurred, subsequent promotions took place almost immediately after the end of the acting appointment, within less than a month. This period is short enough to indicate that the promotion decision was in progress, if not actually made, before the end of the acting appointment.

3.31 The PSC has communicated the results of the study to deputy heads and heads of human resources. It is our hope that they will use the report, particularly at the departmental and agency levels, when considering how best to manage acting appointments of more than four months within their organizations.

3.32 Short-term acting appointments lasting less than four months are necessary for operational continuity, and are treated differently than other appointments. The *Public Service Employment Regulations* exclude acting appointments of less than four months' duration from the application of merit and recourse to the Public Service Staffing Tribunal (PSST). Due to the administrative burden of documenting the rationale for an appointment that might last a day or a week, the PSC has also exempted non-advertised acting appointments of less than four months' duration from this requirement, except where the same person is appointed to the same position on an acting basis within 30 calendar days.

3.33 In 2006-2007, organizational reports to the PSC showed that HR planning and systemic controls are being implemented to monitor the use of acting appointments at an organizational level. Eighty-nine percent of public service organizations reported that they are now tracking information on acting appointments longer than 12 months, in compliance with the PSC's policy requirement, and some have begun to take action on this information.

Noteworthy practices

- **Health Canada, Public Works and Government Services Canada** and **Human Resources and Social Development Canada** are large departments which have used relatively high volumes of long-term acting appointments in the past. In 2006-2007, all three organizations demonstrated significant progress in reducing these cases.
- The **Public Health Agency of Canada**'s analysis of data on acting appointments in the fall of 2006 helped it identify a potential problem with long-term acting situations and take immediate action to change their practices. Central systems show that this organization's pattern of using long-term acting remains below the public service average.

3.34 The PSC also asked departments and agencies to focus on acting appointments to the Executive (EX) Group. Executive vacancies are prime developmental opportunities. The EX Group is currently experiencing a higher degree of turnover than most other occupational groups in the public service, and the volume of acting appointments is rising (see table 28 in chapter 5).

- In October 2006, the PSC published an audit of acting EX appointments that involved seven organizations. This audit found issues in assessment, area of selection, use of non-advertised processes, and monitoring.

3.35 Some organizations experiencing high rates of executive acting appointments have now implemented specific controls. For example, the Privy Council Office has a process through which all proposed executive-level staffing activities, including acting appointments, are reviewed and approved by the executive committee to ensure that these appointments are appropriate. The Office of the Chief Electoral Officer, the Canada Public Service Agency and Infrastructure Canada report similar controls for Executive acting appointments.

3.36 The PSC will continue to study the impact of acting appointments on staffing and the staffing values to identify specific gaps and follow up as required.

Transparency

All advertised jobs are posted on readily accessible sites.

The PSC does not have sufficient information to assess how organizations are using some provisions of the PSEA, including the use of non-advertised appointments, and will continue to monitor this issue.

3.37 **Advertising** – The PSC requires all employment opportunities open to the public be posted on www.jobs.gc.ca. This minimum requirement can be complemented with additional advertising.

- Twenty-four public service organizations report that they supplement the minimum requirements to recruit scarce scientific and technical skills (such as health care professionals) and for positions in remote areas. In addition to www.jobs.gc.ca, opportunities were also advertised in local and national newspapers, trade journals, other recruiting Web sites, and at career fairs. Targeted communication was used to reach potential candidates through universities, professional and technical associations, and within the Aboriginal community.
- Additional advertising effectively brings public service employment opportunities to the attention of qualified Canadians.

Transparency goes beyond advertising job opportunities.

3.38 **Notification** – Transparency goes beyond advertising job opportunities. The PSC's Policy on Informal Discussion requires that candidates eliminated from consideration be made aware in a timely manner. When the assessment is complete for an internal advertised appointment, section 48 of the PSEA requires two notifications be provided to those persons within the area of selection who participated in the process. The first notification informs those being notified of the persons being considered for the position. Those notified have a minimum of five days to initiate informal discussion if they have not already done so. This waiting period allows errors in the assessment to be corrected before an appointment is made, and minimizes formal recourse. Informal discussion also enables employees to gain a better understanding of the factors influencing the decision. The second notification marks the appointment decision as final, and provides those people being notified with their recourse rights to the PSST. A similar notification process is required for internal non-advertised appointment processes.

- Although the PSC does not make monitoring of informal discussion and notification mandatory, all organizations were requested to provide information on the measures they are using to ensure notifications are properly conducted. Only half of the 72 reporting organizations are systematically verifying that notification is being properly conducted.

3.39 **Non-advertised appointments** – Under the PSEA, hiring managers can make non-advertised appointments, provided that the decision aligns with the organization's own criteria and HR plan, and respects the values of the PSEA. The PSC also expects organizations to actively monitor the use of non-advertised appointments.

Respect for fairness, access and transparency will normally lead managers to choose advertised processes more often than non-advertised.

3.40 Non-advertised appointments provide necessary flexibility to make short-term acting appointments and to make appointments following a reclassification or promotions within developmental programs. Respect for fairness, access and transparency will normally lead managers to choose advertised processes more often than non-advertised. These concerns underlie the PSC's preference for advertised processes as the standard practice. When non-advertised processes are used, PSC policy requires managers to prepare a written rationale demonstrating how the choice respects the PSEA values and the organization's own criteria.

- All organizations have met the requirement to develop their own criteria for the use of non-advertised appointments. The PSC provided feedback about this issue as part of its assessment of readiness for PSEA implementation in 2004-2005.

3.41 The PSC requires organizations to collect and monitor their own data on the use of non-advertised appointments. However, there are some inconsistencies among departments and agencies on how they reported advertised and non-advertised appointment processes, particularly in collective staffing processes. The PSC will provide clearer parameters for determining when an appointment from a collective staffing process is considered advertised or non-advertised.

3.42 In the meantime, some organizations have taken steps to ensure that decisions on the use of these processes are made appropriately.

- Organizations such as Health Canada, the Immigration and Refugee Board, and the Canada Industrial Relations Board have limited subdelegation for non-advertised processes to more senior managers.
- Five other organizations require a committee review of these decisions. Transport Canada requires that the committee also review the manager's assessment of the person proposed for appointment through a non-advertised process against the qualifications on the Statement of Merit Criteria.
- The Canadian Artists and Producers Professional Relations Tribunal also reported taking steps to ensure that such appointments are appropriate through their assessment of the individual being considered by examining the career aspirations of their employees, reviewing past staffing actions to determine the likelihood of finding equivalent candidates in the public service, and taking steps to ensure that the decision is communicated to their employees in an open and timely way.
- Transport Canada and Public Works and Government Services Canada reported the results of a systematic review of their non-advertised processes, and have taken specific action to address identified issues.
- The Canadian Space Agency and the Canada School of Public Service reported that they have taken steps to increase collective staffing as a way to limit their use of non-advertised appointments in certain circumstances. As well, the School has established a Human Resources Operations Working Group to make recommendations to the Executive Committee concerning appointment processes that require the President's approval, such as non-advertised appointments.

Access

The public service has increased Canadians' access to public service jobs and the PSC is looking at how this can be further expanded.

Broad and open access to all Canadians is an important value under the PSEA. The PSC is concerned that a reliance on temporary workers, as a significant source of recruitment into the permanent workforce, limits access.

National Area of Selection

3.43 The PSC is committed to providing Canadians with access to opportunities for public service employment. The PSEA preamble refers to a public service "whose members are drawn from across the country, reflects a myriad of backgrounds, skills and professions that are a unique resource for Canada". The PSEA authorizes the PSC to establish geographic areas of selection in which prospective candidates must reside in order to be eligible for jobs. This is an essential factor in determining Canadians' access to public service jobs.

Using NAOS allows Canadians from across the country to apply to federal government jobs.

3.44 Canadians and parliamentarians have expressed concern about access to federal public service job opportunities. As a result, the PSC has exercised its policy and delegation powers to implement the Policy on Area of Selection, a key policy in upholding the values of fairness, transparency, representativeness, and access. This policy requires that a national area of selection (NAOS) be established for advertised external appointment processes for specific types of jobs open to the public. Using NAOS allows Canadians from across the country to apply to federal government jobs.

3.45 Since 2001, NAOS has been required for executive and senior officer-level jobs open to the public. Middle and junior officer-level jobs requiring specialized skills were already using NAOS when open to the public. Officer-level jobs include those in scientific, professional, administration and technical areas. Examples of these include biologists, commerce officers and statisticians.

3.46 In October, 2005, the PSC announced a phased-in, measured approach to expanding the use of NAOS. At that point, 19%[5] of jobs were open nationally.

- Phase 1 of the approach was a requirement for departments and agencies to use NAOS for officer-level jobs open to the public in the National Capital Region (NCR) as of April 2006. This expansion increased the proportion of jobs open nationally from 19% to 29%.
- Phase 2, which began in April 2007, was the expansion of this requirement for officer-level jobs across the country. This latest action is expected to increase the proportion of jobs open to all Canadians to 55%.

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[5] NAOS does not apply to term positions under six months' duration.

3.47 Following complete impact assessment of the first two phases, the PSC will make a determination about moving to phase 3 that will expand the use of NAOS throughout Canada for all full-time indeterminate jobs open to the public.

Ongoing impact assessment

3.48 Because opening jobs to all Canadians was expected to increase volumes of applications in 2006-2007, the PSC initiated an ongoing impact assessment of the mandatory use of NAOS. Each decision to move forward has been and will be subject to this assessment and the availability of modern recruitment and screening tools. The PSC review of external advertisements during 2006-2007 showed no issues in compliance with using a NAOS. However, organizations conveyed concerns about the impact of this change, particularly on the volume of applications received for some appointment processes. The PSC has also seen an increase in the use of language tests as an early screening tool.

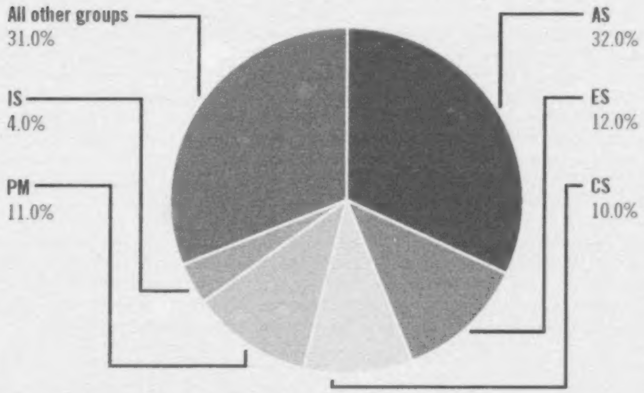
3.49 The initial part of this study focused on impacts in the NCR following the NAOS requirement for officer-level processes beginning in April 2006. In order to assess the regional impacts, the PSC launched pilot projects in Quebec and Alberta in collaboration with six federal organizations: National Defence (civilian personnel), Service Canada, Indian Oil and Gas Canada, Western Economic Diversification of Canada, Transport Canada, and the Department of Veterans Affairs. Starting in July 2006, these organizations used NAOS for officer-level positions open to the public in these two regions.

3.50 Phase 1, the use of NAOS for officer-level jobs in the NCR, resulted in a 33% increase in applications. The effect of almost 100 000 additional applications on workload, time to staff and resources is still being studied. Preliminary data indicate that 18% of persons appointed resided outside of the NCR.

3.51 Most of the applications (194 691 or 69.4%) were for positions in five specific occupational groups:

- Administrative Services (AS) – 90 972
- Economics, Sociology & Statistics (ES) – 33 387
- Computer Systems (CS) – 27 223
- Programme Administration (PM) – 31 669
- Information Services (IS) – 11 440

Figure 6 – Application volume per occupational group NCR external processes 2006-2007



Source: Public Service Resourcing System.

3.52 AS positions requiring general skills attracted the largest proportion of applications: 90 972 out of a total of 280 634 (32%), as shown in Figure 6. The average number of applications per AS-1 process[6] was 610, compared to 248 for processes in general. This suggests that specific management strategies for large application volumes will be required for positions of this type.

3.53 The PSC is pursuing its impact assessment in order to determine the effect this requirement could have on administrative support and operational processes (Phase 3). Data are being collected through pilot projects.

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[6] Each advertised process could include multiple positions.

Volume management

Departments and agencies have access to various tools, including the Public Service Resourcing System (PSRS), that can help them manage high volume appointment processes. PSRS provides three functions:

- it creates an advertisement of the position(s) being filled as well as a customized application form;
- it electronically screens applications based on criteria determined by the hiring managers; and
- it refers the screened applications to hiring managers for their consideration.

Compared to manual screening, use of PSRS can successfully reduce the volume of applications that do not meet requirements by as much as 77%. However, for the system to deliver this level of screening, managers must maximize all of the system's functionalities as well as the opportunities provided by legislation, for example, using asset criteria for screening.

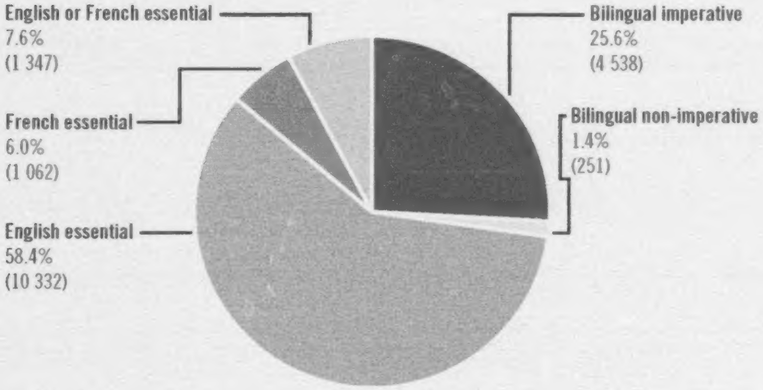
Other alternatives to manage large volumes of applicants are progressively being made available, including on-line testing of a greater number of tests from the PSC's Personnel Psychology Centre. In 2007, the PSC will provide HR specialists with a comprehensive volume management guide to assist in the design and implementation of high volume appointment processes.

Official languages

3.54 The PSC's statistics show that there are many opportunities for unilingual and bilingual Canadians to join the public service. Of the 17 699 term and indeterminate appointments made in 2006-2007:

- 1.4% (251) were to bilingual positions staffed on a non-imperative basis, meaning the appointee was not required to meet the required proficiency in both official languages at the time of appointment;
- 58.4% (10 332) were to English essential positions. This is the same proportion as in 2005-2006;
- 6.0% (1 032) were to French essential positions;
- 7.6% (1 347) were to positions for which either English or French was essential; and
- 25.6% (4 538) were to bilingual positions staffed on an imperative basis, meaning the person had to meet the language requirements of the position at the time of appointment. This was a slight increase from 24.5% in 2005-2006.

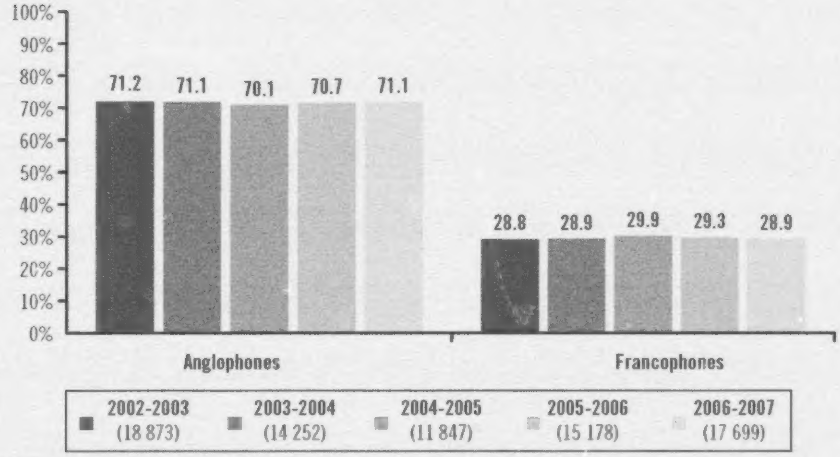
Figure 7 – Number and percentage of appointments to the public service by language requirements of position, 2006-2007



Source: PSC Appointment files.

3.55 Seventy-one point seven percent (12 478) of new appointees to the public service in 2006-2007 identified English as their first official language; 28.9% (5 068) identified French as their first official language. This ratio has remained stable over the last five years.

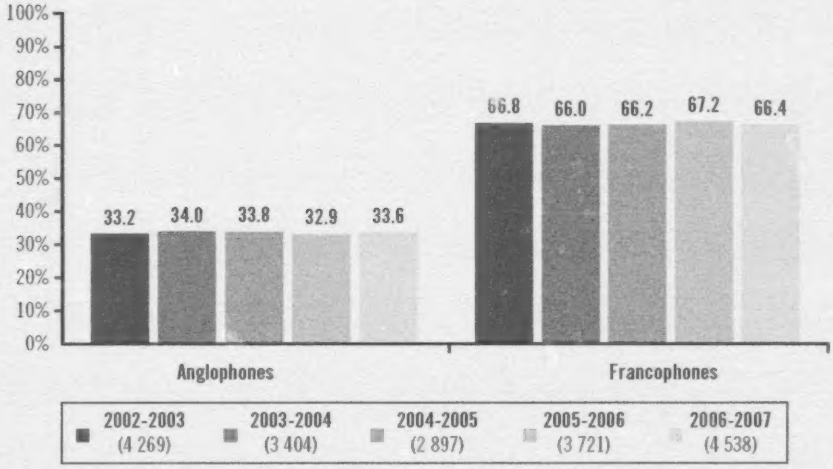
Figure 8 – Appointments to the public service by language group



Source: PSC Appointment files.

3.56 The proportion of francophones appointed to bilingual imperative positions has also remained stable.

Figure 9 – Appointments to the public service by language group for bilingual imperative appointments only



Source: PSC Appointment files.

Permanent recruitment via the temporary workforce

3.57 A permanent and non-partisan public service supports democratic government by ensuring transition and continuity in the business of government, regardless of which party is in power. A permanent public service is also an important principle of the PSEA and the Government of Canada's human resources management systems.

3.58 Along with this foundation, the federal public service has made steady use of a non-permanent workforce through casual and term appointments. Other types of non-permanent work include acting appointments, contract workers, the Interchange Program, workers from temporary help agencies and student hiring. Non-permanent arrangements, whether they involve internal appointments such as acting appointments, or external appointments such as casuals and terms, provide a quick solution to staffing provisional vacancies. However, these mechanisms do not supplant the care managers need to take in recruiting a permanent workforce.

The PSC's concern focusses particularly on reliance on casual workers and term employees as a source for permanent recruitment.

3.59 The PSC recognizes that temporary arrangements have always been a part of the public service and such arrangements represent valuable and flexible staffing options to meet short-term human resources needs quickly. In some departments and agencies, recurring temporary needs mean a greater proportion of temporary workers, for example, for peak operational needs. The PSC understands that there are times when a temporary arrangement is appropriate.

3.60 The PSC's concern focusses particularly on reliance on casual workers and term employees as a source for permanent recruitment. A person appointed on a casual basis is hired to work for fewer than 90 days in one calendar year in a given department or agency. Casual workers are not employees of the public service under the PSEA. None of the provisions of the PSEA, such as the application of merit, apply to casual workers. Term employment is of a fixed duration, and appointments are made on the basis of merit. When a term employee serves without a break for a cumulative period of three years in the same organization, Treasury Board policy provides for the person to be converted to permanent status. While term employees can apply for internal staffing processes, casual workers cannot. For more details on these two kinds of employment, see appendix 3.

3.61 The PSC studied the use of casual and term appointments across all job categories in all organizations under the PSEA between 1995 and 2006. The studies show that more than 80% of new permanent employees had prior public service experience (75% as either a casual worker or term employee). The studies also show that many casual workers go on to work in the public service once their period of casual employment has expired: 41% of casual employees were subsequently appointed under the PSEA, and 58% of these were appointed to a permanent job. In the NCR, over half of all casual hires (51%) became employed under the PSEA as a term or permanent employee.

3.62 In the increasingly competitive talent market which the Government of Canada faces, temporary work is less attractive to potential recruits. In a market in which talent is aggressively pursued, the public service could be at a disadvantage in attracting new recruits who already hold permanent jobs or who are looking for permanent work offers.

> *Permanent recruitment can and should take into account both the immediate duties the recruit will assume as well as the potential for the individual to meet future needs in the organization.*

3.63 In addition, training and experience gained through temporary work gives an advantage over individuals seeking permanent work when a permanent job becomes available. When advertisements require previous experience for job opportunities, a perception can be created that recruitment favours candidates who have already worked for the government. This potentially limits the pool of candidates and provides privileged access to some.

3.64 Permanent recruitment can and should take into account both the immediate duties the recruit will assume as well as the potential for the individual to meet future needs in the organization. Under the PSEA, merit allows managers to take into consideration the current and future operational requirements or organizational needs of the department or agency. This includes factors such as employment equity (EE). In many cases, when using short-term hiring arrangements managers may not consider the permanent needs of their organization or the public service. In addition, hiring managers usually look locally when hiring on a temporary basis, meaning less access to jobs for Canadians in other regions, and a less geographically diverse workforce. If the public service continues to rely on temporary hiring arrangements as a source of permanent recruitment, the long-term needs of the public service may not be addressed.

3.65 Moving forward, the PSC expects departments and agencies to examine their balance of temporary and permanent hiring, and to take steps to ensure that external recruitment better addresses the permanent needs and the long-term requirements of Canadians and their government. Departments and agencies will be expected to show how they have sought to recruit permanent workers who have the talent and skills to take on public service careers. Where temporary employment has the potential to become permanent, departments and agencies must indicate this in their advertisements. Deputy heads will need to show how their use of temporary and permanent hiring meets the values which underpin the PSEA.

3.66 In order to meet the PSC's expectations, departments and agencies will need better HR planning and accompanying strategies for hiring. These efforts will help bring hiring closer in line with the government's commitments to renewal.

3.67 The PSC will continue to study the role that temporary hiring plays in the public service, and will consider the related policy implications. It will also follow up with individual deputy heads and central agencies to determine what further collaborative efforts are needed to make sure that there is not a continued over-reliance on the temporary workforce for recruitment under the new Act, and what benchmarks may be required. Next year's Annual Report will report on progress made.

Representativeness

Slow progress is being made towards a workforce that is representative of Canada's diversity. A significant gap remains in the representation of visible minorities. Despite an increase in recruitment to the public service in 2006-2007, departments and agencies have not used this opportunity to narrow the gap in the representation of visible minorities. In fact, the recruitment rate of visible minorities experienced a marked drop from 9.8% the previous year to 8.7% in 2006-2007.

3.68 In its 2005-2006 Annual Report, the PSC expressed concern about the persistent under-representation of visible minorities in the public service. The PSC wanted to know how organizations use the new provisions in the PSEA to make progress in achieving a representative public service.

3.69 Our monitoring has focussed on the external recruitment of all four EE groups, that is, women, Aboriginal peoples, persons with disabilities and visible minorities, as well as organizations' use of HR planning and employment equity plans to address employment equity goals.

3.70 In addition, the PSC continued its research on the drop-off of employment equity group members, in particular that of visible minorities and persons with disabilities. The PSC has also examined departmental and agency progress in making entry-level appointments of visible minorities to the Executive (EX) category.

Representation of employment equity groups

3.71 The following table shows the representation of EE groups in the federal public service (based on data released in the *Canadian Human Rights Commission 2006 Annual Report*) compared to their respective workforce availability (WFA). The WFA is derived from the 2001 Census, and the 2001 Participation and Activity Limitation Survey conducted by Statistics Canada.

Table 6 – Representation of employment equity groups in the federal public service as of March 31, 2006

Employment equity group	Workforce availability (WFA)	Representation 2006	Gap 2006
Women	52.2%	53.8% *(53.5% in 2005)*	+1.6%
Aboriginal peoples	2.5%	4.2% *(no change from 2005)*	+1.7%
Persons with disabilities	3.6%	5.8% *(no change from 2005)*	+2.2%
Visible minorities	10.4%	8.6% *(8.1% in 2005)*	-1.8%

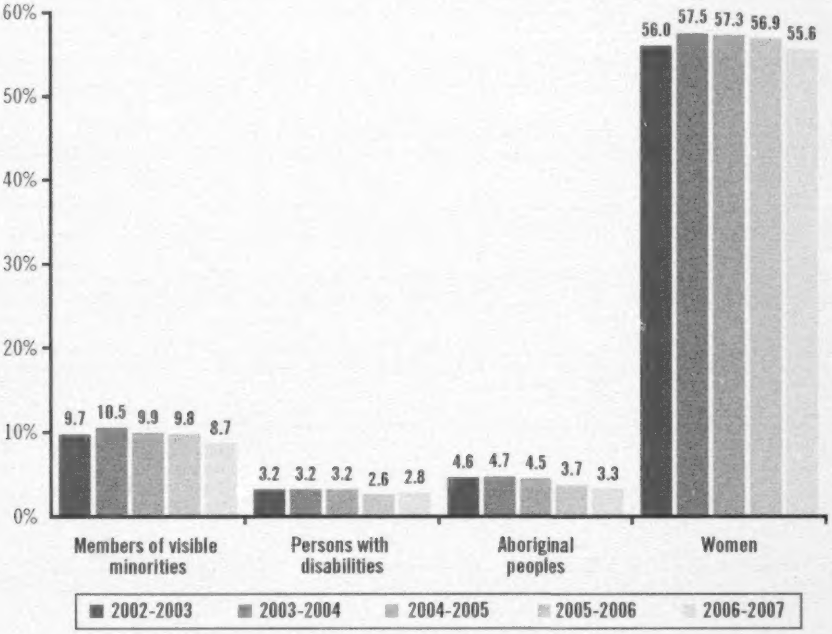
Source: Canadian Human Rights Commission 2006 Annual Report.

- The public service has made some progress in narrowing the gap between workforce availability and its goal of a representative public service, but not enough. Three of the EE groups (women, Aboriginal peoples, and persons with disabilities) have continued to be above the WFA. Visible minorities have remained below their workforce availability (8.6 % versus 10.4%), although there was a slight increase in representation from 8.1% in 2005 to 8.6% in 2006.
- It is important to note that, while the proportion of Aboriginal peoples in the public service currently exceeds the workforce availability, 17% of all Aboriginal peoples in the public service are employed with Indian and Northern Affairs Canada, where they represent approximately one third of the Department's workforce. This organization has committed to achieving a 50% hiring share for Aboriginal peoples through an agreement with the Assembly of Manitoba Chiefs.
- The representation of women in the public service increased slightly from 53.5% in 2005 to 53.8% in 2006-2007, while the representation of both Aboriginal peoples and persons with disabilities remained unchanged.

Recruitment of employment equity groups to the public service

3.72 The following figure compares trends in the recruitment of EE groups over a five-year period.

Figure 10 – Appointments to the public service by fiscal year and employment equity designated group



Source: PSC Appointment files.

3.73 In fiscal year 2006-2007, there was a decline in the percentage of appointments to the public service for three of the four employment equity designated groups, namely women, Aboriginal peoples and visible minorities. The decrease for visible minorities from 9.8% in 2005-2006 to 8.7% in 2006-2007 is of great concern, since they remain the only underrepresented designated group in the public service and their proportion of recruitment remains below their workforce availability.

3.74 The PSC's review of departmental and agency HR planning documents (also discussed later in this chapter) found that many organizations do not have staffing strategies to address employment equity gaps, but this work is under way.

3.75 It is not yet clear that organizations are using enabling provisions of the PSEA, such as applying merit criteria and using an expanded or restricted area of selection, as well as setting priorities for recruitment and staffing and developing targeted staffing strategies, to achieve employment equity objectives.

Visible minorities – research on drop-off

3.76 In February 2007, the PSC released a report entitled *Drop-off Rates for Employment Equity Groups* on its Web site. Drop-off refers to the difference between the share of applications and the share of appointments for a particular EE group in external recruitment processes. The study validated the extent, and identified the key patterns, of drop-off for each EE group over a five-year period from 2000 to 2005.

3.77 The study found that the share of appointments for all four EE groups exceeded their corresponding workforce availability for the sampled jobs. It also found that there was no overall drop-off for Aboriginal peoples, women and persons with disabilities.

The study confirmed, however, that the drop-off for visible minorities was significant ...

3.78 The study confirmed, however, that the drop-off for visible minorities was significant: from a 25.7% share of applications to a 10.5% share of appointments, that is, a drop of 15.2 percentage points. The drop-off was observed to varying degrees across occupational groups, regions and departments and agencies.

3.79 Drop-off was most significant in occupational groups such as Clerical and Regulatory (CR), Programme Administration (PM), Administrative Services (AS), Computer Services and Support (CS), Engineering and Scientific Support (EG), and Economics, Sociology and Statistics (ES). The largest drop-off was found in the NCR, where 40% of public service jobs are located. Seventeen departments and agencies with high volumes of recruitment accounted for the bulk of the drop-off.

3.80 In 2006-2007, the PSC began further research and analysis into the causes and factors involved in drop-off, and in particular sought to answer the following questions:

- Does drop-off persist under the current PSEA?
- Where in the appointment process is drop-off occurring?
- What are the causes and factors?

3.81 Part of this research involves an examination of the performance of EE group members at the initial electronic screening stage of the recruitment process using data captured through the PSC's Internet-based Public Service Resourcing System (PSRS).

3.82 Preliminary findings showed that visible minorities applied at a rate of twice their availability in the Canadian workforce and, on average, submitted eight applications per applicant. Among all applicants, visible minorities were the most educated, with over half of them having completed bachelor's or higher degrees. At this initial electronic screening stage, the results showed little difference between the elimination rates of visible minorities and other applicants when the experience questionnaire was used.

3.83 Further research will be conducted in 2007-2008 to track the performance of EE group members in subsequent screening, assessment and selection stages of the recruitment process conducted by departments and agencies. A survey of applicants, both successful and unsuccessful, is being administered to collect information on their perspectives with respect to the various steps in the process and their results.

Visible minorities – entry-level appointments to the Executive Group

In 2006-2007, there was an increase of 21 (70%) in entry-level appointments of visible minorities to the Executive Group ...

3.84 In 2006-2007, there was an increase of 21 (70%) in entry-level appointments of visible minorities to the Executive Group over the previous year. Specifically, 51 entry-level appointments of visible minorities, representing 8.3% of the total executive entry-level appointments, were made in 2006-2007. This compared to 30 entry appointments of visible minorities, or 7.7% of the total, in 2005-2006, and demonstrates that concerted efforts by both the PSC and departments and agencies in monitoring and using special recruitment strategies such as pre-qualified pools can produce significant results.

3.85 In an effort to raise representation levels of visible minorities in the Executive Group, in 2005-2006 the PSC collaborated with 11 departments to establish a pool of 41 pre-qualified visible minority executives. Hiring managers from departments and agencies were able to appoint candidates directly from this pool. As of June 30, 2007, 26 EX-1 visible minorities were appointed. The PSC, through its EX Resourcing Services, continues to stress the availability of this pool to client departments and agencies for positions where there is a potential fit.

3.86 As not all of the candidates were fully bilingual at the CBC level when the pre-qualified pool was established, a majority of candidates yet to be appointed have had to pursue language training to establish their proficiency. Mobility limitations have also restricted the availability of some candidates for appointments outside of their preferred locale.

3.87 The PSC will continue to monitor progress in building an executive cadre that has the critical mass of designated group members required to provide the leadership to drive corporate culture change in the public service. The PSC will consider further initiatives that may be required.

Recruiting persons with disabilities

3.88 The percentage of appointments to the public service for persons with disabilities has increased slightly from 2.6% in 2005-2006 to 2.8% in 2006-2007. However, their appointment rates over the past five years have been below their workforce availability. We will continue to monitor this trend.

3.89 As part of the research on drop-off, the performance of persons with disabilities through the PSRS screening and subsequent departmental and agency assessment and selection stages will be examined.

Setting and achieving goals – approaches, tools, best practices

3.90 The PSC is currently reviewing its Guidelines for Assessing Persons with Disabilities to better conform to and support the legislative framework.

3.91 The PSC initiated studies on collective recruitment processes in 2006-2007 to determine the contributing factors in the hiring of members of EE groups. Preliminary findings from a collective process for Personnel Administration (PE) levels 1 and 2 indicated that the following factors contributed to success in achieving employment equity objectives.

- From the outset of this public service-wide functional community capacity-building initiative, the HR community engaged in exemplary integrated business and HR planning; employment equity goals were recognized as central to the overall renewal and capacity-building plan and were built into every step of the recruitment process.
- The use of multiple assessment tools, as well as flexible approaches to selecting candidates, including job fairs, had an impact on the high

... employment equity goals were recognized as central to the overall renewal and capacity-building plan and were built into every step of the recruitment process.

representation of EE candidates among those appointed from a representative pool of pre-qualified candidates.

- Strong leadership provided by the Human Resources Council and the Canada Public Service Agency, expertise and quality service provided by the PSC, efforts of volunteers from departments and agencies during the various stages, as well as close and ongoing collaboration among all stakeholders have contributed to the success of this process.

3.92 **Parliamentary review of the *Employment Equity Act*** – The PSC will continue to monitor the impact of legislative provisions on recruitment and staffing activities. As part of its contribution to the five-year parliamentary review of the *Employment Equity Act* (EEA), which is expected to take place in 2007, the PSC produced a consultation document that highlights its objectives and views on a number of issues with an impact on the operations and effectiveness of the EEA. The PSC sent the consultation document to key stakeholders, including deputy heads, heads of bargaining agents and chairs of national EE employee councils, and also posted it on the PSC's Web site.

3.93 Based on our preliminary analysis of feedback from organizations, the PSC concluded that there is a need to:

- develop and/or promote specific tools for different levels of leadership on the relationship between merit and representativeness;
- clarify and emphasize that under the PSEA, applicants must self-declare as a member of an EE group in order to be considered for appointment processes targeted to EE group members;
- promote the importance of linking EE programs to integrated EE, human resources and business planning;
- find out what is happening in departments and agencies in order to pinpoint the contributing factors and causes of drop-off; and
- clarify that under the legislative framework, the duty to accommodate is a broad principle whose provisions apply to grounds protected by the *Canadian Human Rights Act*, such as sex, family status or religion as well as disability.

3.94 **Aboriginal Centre of Excellence** – In 2006-2007, the PSC established a national Aboriginal Centre of Excellence in response to the growing demographics of Aboriginal peoples in Canada, specifically in the prairie provinces. The Centre will work collaboratively with departments and agencies, such as Indian and Northern Affairs Canada and departments in Nunavut affected by the Land Claims Agreement, to assist them in achieving their commitments with respect to the representation of Aboriginal peoples in their workforces.

Noteworthy practice

Career on the Move is a national career development program launched by the Privy Council Office in 2005, aimed at facilitating opportunities for advancement to the executive level for members of EE designated groups who are working at the EX equivalent, EX minus one and EX minus two levels across the public service. The program provides participants with an opportunity to build on their existing knowledge and skills while being exposed to the highest level of government operations and policy development. There has been a very positive response from departments and agencies which have nominated many well-qualified candidates. The total of 18 secondments in the first year exceeded the initial target of 15 secondments.

Departmental performance

3.95 All deputy heads who have received staffing delegation are required to report annually to the PSC and respond to specific questions related to the expectations for a well managed appointment system that are set out in the Staffing Management Accountability Framework (SMAF). Deputies are also expected to report on progress made in addressing concerns identified by the PSC in previous assessments, and respond to questions about specific trends found in the staffing data.

3.96 The five elements of the SMAF appear in the box on page 65.

Staffing Management Accountability Framework – five expectations

Governance – Deputy heads are expected to implement an infrastructure and related practices in their organizations that support the effective management of staffing, clear authority for decision-making, continuous learning and change.

Planning – With a view to achieving their business objectives, deputy heads are expected to ensure that staffing decisions made in their respective organizations are strategic and in line with current and future human resources requirements.

Policy – Deputy heads have the opportunity to establish appointment processes and programs tailored to their own organizational needs. When establishing these processes and programs, they are expected to create policies that respect the values of fairness, transparency, access, and representativeness, and to ensure that statutory and central agency requirements are met, even when outside service providers are used.

Communication – Deputy heads are expected to establish communication practices that ensure transparency, clarity and ready access to their organizational staffing information.

Control – Deputy heads must ensure that their organization maintains accurate information in relation to their appointment system as a whole and in relation to individual appointment actions. Deputy heads are also expected to establish active monitoring practices and to adjust their staffing processes, programs and practices as required. They are expected to comply with the PSC's reporting requirements, to collaborate with other PSC oversight requirements such as audits, investigations and studies and to make improvements where deficiencies are identified.

3.97 Deputy heads are required to submit documentation to support and illustrate the statements in each report. In addition, each deputy head is required to sign a formal statement attesting that the organization adheres to merit and the staffing values of non-partisanship, fairness, transparency, access and representativeness. By signing this statement the deputy head also attests that the information provided is a fair and accurate representation of the organization's results.

3.98 The 2006-2007 fiscal year was a key reporting milestone, as it was the first reporting period that was covered in its entirety by the new Act. The reporting period covers 15 months, from the implementation date of the new Act to the end of the 2006-2007 fiscal year. It was also the first time that the PSC examined all the mandatory measures laid out in the SMAF.

3.99 The staffing performance assessment for 2006-2007 included 72[7] of the 80 organizations that had delegated authority for staffing as of March 31, 2007.

3.100 The PSC's 2004-2005 readiness assessment identified three challenges to the long-term culture change that the public service must address in order to realize the full benefits of the PSEA: HR planning, the shortage of HR professionals, and timely information to support planning and accountability.

3.101 The 2006-2007 assessment shows that public service organizations have invested considerable effort in the implementation of the Act and made notable progress in all areas under examination. However the PSC is concerned that gaps persist in these three areas and that they are affecting the management of key issues, such as non-advertised appointments within organizations. The PSC is also concerned that they may be limiting an organization's ability to realize the benefits of the Act.

Governance

With few exceptions, organizations have put in place clear sub-delegation structures, and managers have access to training and a HR specialist.

3.102 Deputy heads are expected to implement an infrastructure and related practices to support the effective management of staffing, including continuous learning on the part of all participants. This includes sub-delegation of the authority to sign letters of offer, the availability of HR personnel to provide advice and guidance, and the organization's practices on issues such as training and decision-making.

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[7] The reporting requirement was waived for eight organizations: four in which the PSC was conducting an audit (Royal Canadian Mounted Police, Canadian Forces Grievance Board, Office of the Correctional Investigator, and NAFTA Secretariat - Canadian Section), and four newly created organizations (Office of the Registrar of Lobbyists, Public Appointments Commission Secretariat, Directorate of Public Prosecution, and Assisted Human Reproduction Agency of Canada).

3.103 The majority of organizations met all expectations related to governance for 2006-2007. With few exceptions, organizations have an appropriate sub-delegation structure, and have taken steps to ensure that training has been provided to managers and staffing experts.

- In three quarters of the organizations assessed, this training is being supplemented by formal or informal learning opportunities and has been extended to other employees. The balance are preparing, but have not yet begun to implement, training initiatives that go beyond the minimum requirements for sub-delegation.
- It is expected that both managers and HR specialists are engaged in staffing decisions, that consultation with unions occur, and that an organizational Staffing Management Accountability Framework (SMAF) is in place. These expectations have been fully implemented in approximately 70% of organizations, and work is under way to complete implementation in the rest.

Planning

Most organizations provided the PSC with HR plans. Further work will be needed to develop staffing strategies and include information that will help drive staffing decisions.

3.104 Taking full advantage of the PSEA requires HR planning that is integrated with operational planning, and identifies workforce requirements for key business pressures and priorities. Planning supports merit by identifying skills required to meet organizational mandates and activities, including the provision of quality services to the public in the official language of their choice. It can support representativeness by identifying mechanisms to address employment equity gaps. It facilitates rational approaches to appointment processes by identifying the available sources of talent – whether inside or external to the public service. The PSC has drawn attention to HR planning in each Annual Report since 1999.

3.105 Under the PSC's Appointment Framework, deputy heads are expected to ensure that staffing decisions are made in line with current and future HR requirements. In 2006-2007, each organization was asked to provide its HR plan and to demonstrate the link between business priorities and staffing priorities. Each organization was also asked to provide the staffing strategies developed to address the challenges identified in its respective HR plan. Finally, each was asked to explain how it compares actual staffing decisions against the plan, in order to identify variances and make improvements.

3.106 The majority (88%) of organizations provided HR plans that covered a substantial portion of their population and that had some link with business planning at a strategic level. Where the entire workforce was not covered, some plans focussed on the permanent or operational workforce, or on discrete business lines within departmental sectors. The remaining 12% of organizations provided templates and other documents to demonstrate that work on plans has begun and progress is being made. This is a significant accomplishment over the results in 2004-2005, when only one third of organizations had begun to work at this level. Still, most organizations reported that they need more time to develop approaches to implementing recommendations in their HR plans or to clarify the implications for staffing. In many cases, the recommendations in the plans focus on this next step.

3.107 Links between HR planning and staffing are not yet strong and much remains to be done. About three quarters of organizations identified at least one skill gap that will drive decisions about merit criteria or at least one labour market pressure that will influence choices of appointment process in certain circumstances.

Links between HR planning and staffing are not yet strong and much remains to be done.

3.108 Organizations are expected to implement staffing strategies to address specific issues such as EE gaps, and the balance between temporary and permanent workers. Some HR plans focus solely on the permanent workforce or core professional positions. Others touch on issues such as temporary staffing and EE gaps in a general way, but do not provide concrete strategies to address the challenges identified.

3.109 Organizations are also expected to examine and plan for factors that lead to non-advertised appointments, such as labour market pressure, developmental programs, student recruitment and reorganizations. These factors are often mentioned in a general way, but the specific information that will explain these staffing decisions is not provided. For example, only eight organizations made specific references to labour market pressures, such as the availability of key skills within or outside of the public service.

3.110 Only half of the organizations indicated they have a planned approach to evaluate their actual staffing decisions against the principles and strategies outlined in the HR plan, and one quarter have not yet begun to consider how this might be accomplished. This step will be essential to improving future effectiveness.

3.111 The Canada Public Service Agency provides support to departments and agencies in implementing the overall public service modernization agenda. As part of this, the Agency has updated its Integrated Human Resources and Business Planning Toolkit, and has provided advice and guidance on related subjects, including succession planning. The government's Public Service Renewal Action Plan includes a commitment for all departments and agencies to complete and publish an integrated plan, to include human resources planning, in 2007-2008. Ongoing leadership will be required to meet this commitment. Integrated planning will help departments and agencies in fully implementing the PSEA.

Policy

Mandatory staffing policies are in place in most organizations.

3.112 Under the PSEA, deputy heads have the opportunity to establish appointment processes and programs tailored to their own organizational needs. The PSC expects deputy heads to create policies that respect merit and non-partisanship as well as the values of fairness, access, representativeness and transparency, and to ensure that statutory and central agency requirements are met, even when outside service providers are used.

3.113 The PSC's Appointment Framework sets out the mandatory policy requirements for delegated organizations. Deputy heads are expected to maintain organizational policies that meet these requirements, and to address internal policy issues that emerge as the organization gains experience with the PSEA.

3.114 Most organizations have implemented the PSC's minimum mandatory policy requirements, and over half have further developed an approach for continuous improvement of the organization's policy framework that enables specific issues to be appropriately addressed.

Communication

Most employees have easy and timely access to information on employment opportunities and recourse, and organizations have mechanisms in place for communication. Some momentum has been lost in communicating changing approaches to staffing and staffing strategies.

3.115 The PSC expects organizations to demonstrate that employees have easy and timely access to information on employment opportunities and recourse avenues. Organizations have performed well on this aspect.

- Ninety-seven percent of reporting organizations are relying on Publiservice, the government's portal for interdepartmental advertising and communication for internal job advertisements and notifications. Most exceed the minimum requirements: 73% reported that they also use Publiservice for all opportunities, even for those positions that are advertised within the organization. This portal also provides a job-alert service so that employees can be informed when positions that they might find of interest are advertised.
- Many organizations supplement Publiservice with broadcast e-mail messages, HR newsletters, staff meeting discussions, bulletin boards and internal Web sites.

3.116 Some organizations have unique circumstances that require creative solutions.

- Fisheries and Oceans Canada, for example, has implemented a variety of measures intended to ensure that Coast Guard staff have access to appropriate information and the opportunity to respond.
- Health Canada has programmed fax numbers to remote nursing stations where e-mail may not be available, so that information such as job advertisements can be posted on bulletin boards.
- Natural Resources Canada reports making use of satellite-based technology for communication with staff who are travelling or working in remote regions.

3.117 Organizations are also expected to communicate their approach to staffing to stakeholders, including managers, employees, and employee representatives, on an ongoing basis. This includes basic information about the governance structures, strategies, policies and controls that are being implemented in order to foster a broader understanding of staffing decisions and minimize unnecessary recourse.

- Only three-fifths of organizations met these expectations, a significant decrease from the 91% that was achieved in the previous reporting cycle. The results reflect the need for some departments and agencies to complete work in such areas as updating their area of selection policy, finalizing the internal staffing accountability framework, and developing strategic staffing objectives. Mechanisms are in place across the public service to support these being communicated when this information becomes available; however, the momentum needed for culture change has been reduced.

Control

Most organizations are making progress in implementing the control and monitoring systems necessary for determining whether staffing results address organizational priorities and respect policy requirements, including the staffing values. However, these new monitoring systems are not yet able to support staffing decisions in many organizations.

3.118 The PSC expects deputy heads to ensure that their organization supports its staffing strategies and decisions by maintaining accurate information on their appointment activity overall, as well as on individual appointment actions. Deputy heads are also expected to actively monitor staffing and adjust their staffing strategies, policies and practices as required. They are expected to comply with the PSC's reporting requirements, to participate in other PSC oversight initiatives – such as audits, investigations and studies – and to make improvements where deficiencies are identified.

3.119 Although almost all organizations have been responsive to the PSC's reporting requirements and recommendations, there remain significant gaps in the internal controls that enable them to effectively manage their staffing and consider the overall results.

- The PSC did not receive, on a timely basis, a management representation statement, signed by the deputy head, covering the resources of Passport Canada. The Department of Foreign Affairs and International Trade nonetheless provided sufficient information to enable an assessment.
- Three fifths of organizations have addressed the issues identified in last year's feedback, and progress is being made on the remainder.

3.120 In November 2004, the PSC's policies made active monitoring mandatory for items such as long-term acting appointments and the use of non-advertised processes. In 2005, the PSC reported that only 32% of organizations were prepared for monitoring in preparation for implementation of the new PSEA.

3.121 Deputy heads are expected to actively monitor staffing and to adjust their staffing strategies, policies, and practices based on the staffing information in their systems. Although progress is being made in capturing mandatory staffing information, the PSC's most recent assessment indicates that there are still gaps. Only half of the reporting organizations are capturing information on the full breadth of the requirements.

Although progress is being made in capturing mandatory staffing information, the PSC's most recent assessment indicates that there are still gaps.

3.122 Forty percent of reporting organizations, covering 44% of the population of the public service, have begun to adjust their staffing strategies, policies, and practices based on the new staffing information. The remaining organizations are at various stages of developing this capability. Specific feedback has been provided to deputy heads, and the PSC will continue to follow up with departments and agencies.

Assessment summary

3.123 Although considerable progress has been made in implementing the five elements of the SMAF, monitoring systems are not yet providing systematic information to decision-makers, HR plans do not yet make consistent links to staffing strategies and priorities, and HR resources are strained by the demands of delivering service in an environment of change. Until these key issues are addressed, public service organizations will continue to face challenges in their efforts to shift from reactive to results-based management.

3.124 Based on the assessment of organizational staffing performance on the above elements of governance, policy, communication and control, the following 17 organizations were identified as top performers:

- Agriculture and Agri-Food Canada
- Canada Public Service Agency
- Canadian Artists and Producers Professional Relations Tribunal
- Canadian Grain Commission
- Fisheries and Oceans Canada
- National Defence
- Veterans Affairs Canada
- Economic Development Agency of Canada for the Regions of Quebec
- Financial Consumer Agency of Canada
- Industry Canada
- National Energy Board
- Office of the Governor General's Secretary
- Office of the Commissioner for Federal Judicial Affairs
- Office of the Superintendent of Financial Institutions
- Public Service Commission of Canada
- Royal Canadian Mounted Police External Review Commission
- Transport Canada

Chapter 4
Overseeing the staffing system

4 Overseeing the staffing system

Supporting Parliament through independent oversight

4.1 The Public Service Commission's (PSC) work is based on a century-old tradition of protecting public service appointments from political intervention, and of ensuring a professional, non-partisan public service. The PSC is an independent agency mandated by Parliament. It oversees the staffing system in the public service and the political impartiality of public servants by providing policies, guidance and support as well as through conducting robust monitoring, audits and investigations.

4.2 The current *Public Service Employment Act* (PSEA) encourages a delegated staffing model. With the PSC's decision to maximize delegation to deputy heads, most of the PSC's staffing and assessment services are now discretionary. However, departments and agencies continue to rely on the PSC for operational support and there will always be a requirement for some centralized role and services.

The Public Service Commission's (PSC) work is based on a century-old tradition of protecting public service appointments from political intervention, and of ensuring a professional, non-partisan public service.

Looking forward – policy agenda

4.3 The PSC recognizes the unique challenges facing the public service in the context of managing its workforce. It has laid out a five-year policy agenda to address outstanding matters in the PSEA's implementation, and to ensure proactive responses to emerging issues as implementation moves forward. In developing the agenda, the PSC considered environmental challenges, including:

- modernization of the public service, including the newness of the PSEA;
- technological changes and the shift toward knowledge workers; and
- demographic trends in the Canadian population.

4.4 The agenda reinforces the PSC's new expanded role in support of Parliament and its effectiveness as a policy and oversight agency. Addressing the key areas of the PSC's policy mandate, the agenda focusses on:

- the Appointment Framework;
- job candidate assessment;
- representativeness; and
- political activities of public servants.

4.5 During the next five years, the PSC will continue to improve elements within the Appointment Framework. It will consider obstacles encountered in implementing the PSEA, accountabilities and emerging issues in staffing, in order to support the ongoing implementation of a values-based and adaptable regime.

- For example, the policy agenda will address issues related to electronic testing (e-testing), volume management, and the capacity of departments and agencies to develop assessment tools and make test accommodations for persons with disabilities, as well as the potential adverse impact of assessment tools on employment equity sub-groups. Future work in 2008-2009 will look at mid-career recruitment and drivers of the perception of fairness.

Evaluation framework for the five-year review of the PSEA

4.6 The PSC is developing an evaluation framework focussed on its responsibilities under the PSEA, which came into force on December 31, 2005. This framework will help the PSC to develop a medium- to long-term studies and evaluation plan, establish meaningful performance measures, gather critical benchmark data, and continuously improve our oversight activities. Outputs of the framework will also be used by the PSC to prepare a comprehensive report in time for the five-year review of the PSEA.

The PSC is developing an evaluation framework focussed on its responsibilities under the PSEA ...

4.7 The evaluation of the PSEA will address a number of key issues related to relevance, effectiveness, efficiency, intended impacts and achievement of legislative objectives. For instance, it will examine the relevance of the staffing delegation model and how it is addressed by the oversight activities of the PSC. It will also focus on the effectiveness of the supporting governing structures, examining, for example, whether there are sufficient checks and balances among the key players to assure a non-partisan, merit-based public service. Another question is whether changes are needed to improve the Act or the policies and regulations that flow from it.

4.8 The PSC has raised other issues in the past that could also be addressed at the time of the review, including:

- reviewing funding requests;
- simplifying the process for tabling reports; and
- reinforcing the audit and investigation process by exempting working files and draft reports from release, and by protecting auditors and investigators from legal proceedings or from having to provide evidence in legal proceedings.

Statistical studies

4.9 The statistical studies series makes use of the PSC's extensive data holdings to shed light on issues related to hiring and staffing activities in the federal public service. These studies support the PSC's oversight role and serve as a useful source of ongoing information on human resources (HR) management issues by identifying trends that may signal a need to revisit HR management strategies.

4.10 The following statistical studies are underway and are planned for release in the fall of 2007 (or early 2008 where stated).

- **Statistical study – To what extent do casuals become employed under the *Public Service Employment Act*?** – Casual employment is a short-term employment option to hire persons to the public service. The casual hires identified in this study were made under the former PSEA, which specified that such employment was for a period not exceeding 90 calendar days at one time, nor for more than 125 working days within any 12-month period in any one department or agency. In 2005-2006, casual hires represented 39% of all hiring activities to the public service. The purpose of this study is to describe the incidence of specified-period (term) or indeterminate (permanent) appointments in the federal public service, subsequent to casual employment.
- **Statistical study – New indeterminate employees: Who are they?** – In the PSC's annual reports, figures for the prior employment status of indeterminate recruits reflect the status immediately prior to the indeterminate appointment. These figures, however, do not account for appointees coming back into the federal public service after a break in service. This study takes a closer look at the prior federal public service experience of new indeterminate hires for fiscal years 1998-1999 through 2005-2006, distinguishing appointees with no prior experience from those appointed with or without a break in service following employment as a term, a casual, a student, a trainee or in an organization that is not subject to the PSEA.
- **Statistical study – Temporary versus permanent entries and career progression in the federal public service** – The temporary workforce (casual, specified-period and student) makes up a significant portion of the federal public service. Furthermore, permanent (indeterminate) hiring relies significantly on the temporary workforce as its source of supply. Given these trends and their potential impact on the federal public service, the study will aim to determine if the type

of employment (temporary or permanent) at the entry port matters in the progression of a public service career. The PSC expects to report on the results of this study in 2008.

- **Statistical study – The educational profile of appointees** – While data on education are captured by some departmental or agency systems and through some large-scale employee surveys, only the PSC Survey of Appointments gathers this information on recent appointees. This study will share what the PSC has learned over the past five years about the education of those appointed to and within the public service. The PSC expects to report on the results of this study in 2008.

Audits

4.11 The PSC performs audits of the staffing activities of individual government departments and agencies, and of government-wide issues across a number of departments and agencies. These audits are objective and systematic examinations that provide independent assessments of the performance and management of staffing activities. Their purpose is to provide objective information, advice and assurance to Parliament, and ultimately to Canadians, on the integrity of the appointment process in the public service.

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4.12 The PSC monitors the implementation of its recommendations and conducts follow-up audits. In those situations where an audit has resulted in the Commission imposing conditions on the delegation of staffing authority, the PSC proceeds with follow-up audits when monitoring activities indicate that significant improvements have taken place and the Commission may be in a position to remove the conditions.

4.13 The following audits are under way and are planned for release in the fall of 2007 (or early 2008 where stated).

- **Audit of the Movement of Public Servants between the Public Service and Ministers' Offices** – The focus of this public service-wide audit is to determine the extent of movement of public servants between the public service and ministers' offices, and whether the staffing requirements of the applicable legislation and policies are met for public servants returning from ministers' offices. The scope of the audit covers the period April 1990 to September 2006 and is limited to staffing transactions made to and within the public service in organizations subject to the PSEA. Ministers' staff joining the public service for the first time after working in ministers' offices are not included in this audit.

- **Audits of the NAFTA Secretariat – Canadian section, the Office of the Correctional Investigator, and the Canadian Forces Grievance Board** – The objectives of these audits are to determine whether these organizations have appropriate frameworks, systems and practices in place to manage their staffing activities; whether their staffing activities comply with the PSEA and other applicable legislation and policies and with the instruments of delegation signed with the PSC.
- **Audit of Executive appointments** – With the coming into force of the PSEA in December 2005, the authority to conduct appointment activities at the executive (EX) levels was delegated by the PSC to deputy heads. Prior to this delegation, all EX appointment activities were conducted by the PSC and the Leadership Network. The PSC recognized that the new delegation and new legislation increased the risk regarding the integrity of EX appointments in the public service. The need for assurance regarding this decision to delegate warranted increased audit scrutiny in the first year of implementation. Therefore in 2005-2006, the President committed the PSC to auditing 100% of EX-4 and EX-5 appointments and 50% of EX-1 to EX-3 appointments made in the first year of operating under the new delegation and the PSEA. The focus of this public service-wide audit will be to assess the extent to which the use of delegated authorities for selection processes for appointments to positions in the executive category was in compliance with the PSEA and related policies and regulations. Work on this audit continues and results will be reported in 2008.
- **Audit of the Royal Canadian Mounted Police (RCMP) civilian members under the PSEA** – The objectives of the audit are to determine whether the RCMP has an appropriate framework, systems, and practices in place to manage its staffing activities; whether staffing complies with the PSEA and other governing authorities, and with the instruments of delegation signed with the PSC. The PSC expects to report the results of this audit in 2008.

Appeals and recourse

Appeals: transitional processes under the former PSEA

4.14 The new PSEA came into force on December 31, 2005. However, at that time, some selection processes were still being completed pursuant to the former Act. Transitional provisions of the new Act provided for these processes to be dealt with under the former legislation. This required the PSC's Investigations Branch to deal with appeals and/or investigations of selection processes which had been initiated prior to the coming into force of the new Act. As a result, most of the appeals and investigations completed by the PSC in 2006-2007 related mainly to the former Act.

4.15 Fewer appeals were allowed under the former PSEA in 2006-2007 than during the previous fiscal year. The PSC noted no new trends, since appeals were allowed for similar reasons as in previous years. During 2006-2007, 704 employees (appellants) appealed 267 selection processes under the former Act. These numbers are lower than other fiscal years, since the appeal process for selection processes under the former Act gradually reduced as selection processes under that Act were finalized during 2006.

4.16 In all, the PSC dealt with 572 appeals[8] during the reporting year, of which 95 (17%) were allowed (compared to 126 (12%) in 2005-2006). The PSC allowed appeals for a variety of reasons, all of which affected the merit principle. Reasons included the following:

- Notice of competition – There was an issue with the manner in which the opportunity was advertised or inconsistency with the posting and the actual assessment of candidates; that is, qualifications assessed were modified after the position was advertised.
- Improper assessment – The assessment of candidates was not sufficiently detailed to adequately assess the qualification(s), or candidates were assessed beyond the advertised qualifications.
- Conduct of selection board – The selection board was not reasonable in the assessment of candidates(s).
- Failure to assess – The assessment of candidates failed to include one or more qualifications as advertised on the Statement of Qualifications.

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[8] The figure 572 includes appeals from previous year that were processed in 2006-2007.

- Qualifications and composition of selection board – The members of the selection board were not adequately qualified to assess the subject matter, or the qualifications established were believed to have been identified to achieve a pre-determined outcome.

4.17 As of March 31, 2007, 45 appeals of selection processes under the former PSEA were being finalized.

Corrective actions following appeals

4.18 In 2006-2007, appeal boards issued a total of 79 decisions following appeals against 95 selection processes completed pursuant to the former PSEA. The PSC prescribed corrective measures in a total of 67 cases and revoked one appointment. In the remaining 12 cases, the PSC cancelled the entire selection process.

- Appeal boards allowed seven appeals against appointments without competition and 72 against appointments as a result of a competition.

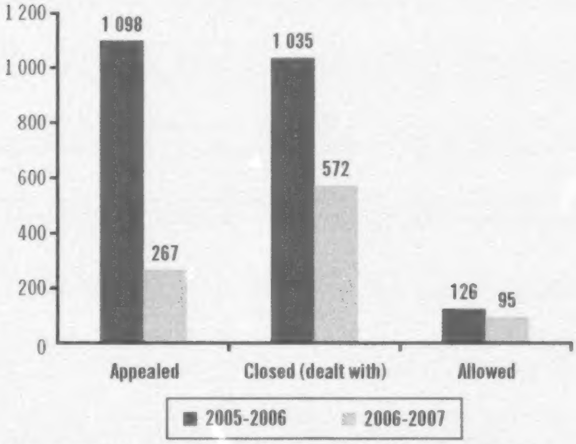
4.19 Appeals against appointments with and without competition were allowed for a variety of reasons, which are summarized in paragraph 4.16 above.

4.20 Corrective measures for competitive processes included re-screening all applications, reviewing the marking of candidates' answers, changing selection board members, re-assessing some or all qualifications and ensuring successful candidates did not benefit from an unfair advantage in the re-assessment.

4.21 Of the cases where corrective measures were prescribed and completed, the results were as follows: in 44 cases, original successful candidates were still found qualified and in eight cases, they were not. As a result of re-assessments, 15 appellants were found qualified, 22 were not and 10 declined to be re-assessed. In 11 cases, amended eligibility lists were issued with rank changes.

4.22 As noted above, most errors identified by appeal boards were found in the screening, marking and/or assessment phase. This step is critical in a selection process as it determines which candidates will be appointed and which will not. Errors made at that stage directly influence the quality of appointments made to the public service.

Figure 11 – Appeals: Number of selection processes appealed (with outcomes)



Source: Appeals and Investigation Management Information System.

Recourse through the Public Service Staffing Tribunal

4.23 Last year's Annual Report highlighted changes to the way recourse in the area of staffing is dealt with in the federal public service. Under the former PSEA, the PSC heard all appeals related to internal appointments and to the implementation of the PSC's corrective measures.

4.24 Under the current PSEA, the Public Service Staffing Tribunal has the responsibility for considering and disposing of complaints stemming from internal appointments, lay-offs, the implementation of corrective measures ordered by the Tribunal, and the revocation of appointments. The Tribunal prepares and transmits its own Annual Report to Parliament.

4.25 The PSC has standing as a party in all complaints before the Tribunal. This allows the PSC, through input to Tribunal deliberations, to have an impact on how the PSEA and the PSC appointment framework are interpreted.

Investigations

4.26 The PSEA provides the PSC with the authority to investigate staffing activities and political activities in the following cases:

- external appointments;
- internal appointments, if not delegated;
- delegated internal appointments, at the request of deputy heads;
- appointments involving possible political influence;
- appointments involving possible fraud; and
- allegations of improper political activities.

4.27 In 2006-2007, the PSC carried out investigations into appointment processes when it became aware of a problem that may have affected the selection process. Almost all of these investigations related to selection processes under the former Act.

Investigations under the former Act

4.28 During last fiscal year, the PSC received 197 requests[9] for investigations related to processes initiated under the former Act, and opened 83 investigation files during the year. These numbers are lower than the previous year (500 requests; 232 opened in 2005-2006) since the window for requesting an investigation of a selection process under the former Act was gradually reduced and eventually ended as selection processes under the former Act were finalized during 2006.

4.29 Examples of issues raised in these investigations include:

- assessment – the situation or manner in which candidates were assessed;
- review of qualifications – the qualifications established for the position are reviewed to determine if they are warranted for the position;
- eligibility lists – an eligibility list was modified to include or remove candidates' names;

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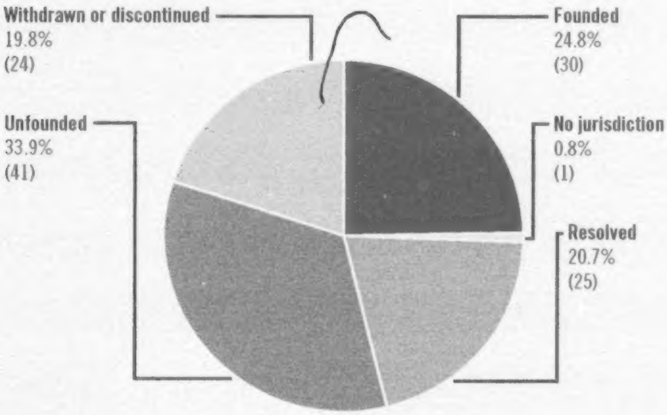
[9] Investigations under the former Act were usually initiated as a result of requests from individuals, whereas new Act investigations are not complaint-driven.

- pre-qualified pools – appointments were made to position(s) by other means, even though a pool of qualified candidates existed and remained valid, and candidates in the pool had expectations of being appointed.

4.30 In 2006-2007, 121 investigations related to the former Act were closed. The disposition of these closed investigations is presented in Figure 12.

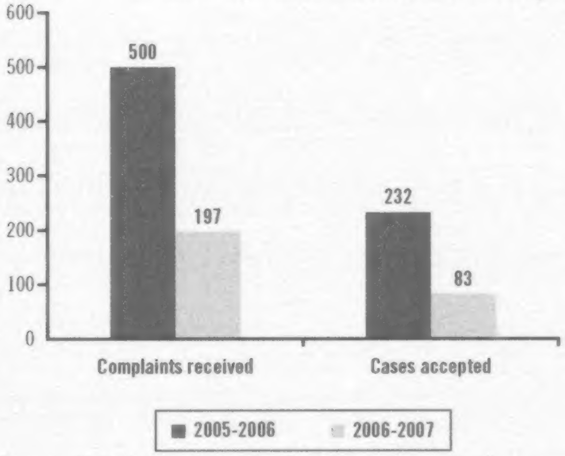
Figure 12 – Closed investigations by disposition



Source: Appeals and Investigation Management Information System.

4.31 These figures are lower than the previous year (159 investigations closed) since selection processes under the former Act were finalized in 2006. As of March 31, 2007, 117 investigations under the former Act were being finalized.

Figure 13 – Investigations: Number of complaints received and number of cases accepted



Source: Appeals and Investigation Management Information System.

Corrective actions following investigation

4.32 The PSC's oversight activities may bring to light problems that can affect the circumstances of an individual or could pose a risk to the integrity of the staffing system. Based on adequate analysis and consideration, if a problem can be addressed through a system-wide solution or directive, the PSC can put in place the appropriate regulation or policy. In other situations, when monitoring, audits or investigations reveal practices that do not conform to the statutory and policy framework of the staffing system, the PSEA gives the PSC the authority to take corrective action in a number of circumstances.

Case No. J3

Following a competition at the Department of National Defence, a candidate was excluded from a selection process; he was incorrectly assessed with regard to the "suitability" qualification, and his reference check was not properly conducted. In his case, only one out of two reference questionnaires was utilized, because the second referee could not be easily reached and the information provided by the first referee was considered insufficient (no examples were provided, as requested). The candidate attended a post-board interview and was told about the problem with the references and informed that nothing could be done to change what had happened. However, the possibility of an appeal was still available. The candidate did not take advantage of this option and instead sent a thank-you note for the post-board review.

After the post-board review, the Department looked at how to correct the error that was made in order to ensure proper completion of the process. Finally, the second referee was reached and, according to the information she gave, it was found that the candidate was qualified for the position. The Department acknowledged its weak attempts to reach the second referee. To correct the situation, the Department requested that new eligibility lists be issued with a right to appeal.

The investigator concluded that the selection board misdirected itself when it relied upon only the incomplete reference, and that the marks given did not reflect merit and worthiness. Consequently, the selection process was deficient and did not allow for a selection according to the merit principle. However, the investigator found that the efforts of the selection board to correct that deficiency were reasonable and valid in the circumstances.

Corrective Action

The PSC instructed the Department to amend both eligibility lists to add the name of the candidate in accordance with the findings of the investigation report; to inform, in writing, each candidate named on the amended eligibility lists of the revised ranking on the list; and to issue a notice of right of appeal.

4.33 In 2006-2007, 24 investigations concluded that a problem in the process required corrective action. As a result, the PSC ordered the following corrective actions.

- In three cases the appointment in question was revoked and in all three cases the individual was subsequently re-appointed to the same position.
- In five cases the corrective action resulted in the requirement to reassess one or more candidates using new tools and/or with a modified selection board composition.
- Seven cases required that one or more names be removed from the eligibility list established and one case required the addition of name(s) to the eligibility list(s) established.
- Of the founded investigations, five required no corrective action, as the issue was moot or corrective action was not warranted. For example, the department allowed the eligibility list to expire without making appointments, the position for which the selection process was conducted no longer existed, or the remedy (that is, feedback on performance in the assessment process) was provided without the PSC's direction.

Table 7 – Percentage distribution of corrective actions following investigation

Corrective action	Percentage
Develop new assessment tools to reassess (Complainant)	7.0%
Develop new assessment tools to reassess (All)	15.0%
Revoke appointment – appoint to same position	11.0%
Remove name(s) from eligibility list	22.0%
Add name(s) to eligibility list	4.0%
Issue new right to appeal	4.0%
Issue apology	26.0%
No further use of eligibility list	4.0%
Modify composition of selection board	7.0%

Source: Appeals and Investigation Management Information System.

Investigations under the new PSEA

4.34 In 2006-2007, the PSC opened 288 files regarding appointment processes under the new Act which might have warranted an investigation. Following analysis, the PSC retained 90 files for an investigation (128 files were closed without initiating an investigation because, for example, upon preliminary analysis the issue did not fall within the PSC's jurisdiction).

4.35 Seven investigations were completed in 2006-2007:

- two investigation files were unfounded;
- three investigations files were discontinued; and
- two were resolved through early intervention.[10]

4.36 As of March 31, 2007, the types of issues under investigation included:

- **Abuse of authority** – Management actions were such that it is believed that the merit criteria were established to achieve the identification of a specific person as the "right fit" for the position.
- **Assessment** – The manner in which the assessment was conducted was not reasonable or was believed to be unfair (for example, applicants during the interview were not permitted to exceed a specified time limit).
- **Basic screening** – Applicants believed that their experience, as indicated on their applications, should have permitted them to continue in the process.
- **Public Service Resourcing System (PSRS)** – Applicant was eliminated from consideration at the pre-selection stage as a result of an out-of-date user profile on the PSRS electronic screening system.

4.37 An investigation file relating to an allegation of improper political activity is discussed in Chapter 2, "Non-partisanship".

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[10] Early intervention (EI) is a voluntary, joint process to resolve issues related to the appointment process. The concerned persons – namely the person who raised the issue and the person responding to it – agree to have a facilitator attempt to guide them to a mutually beneficial resolution of the issue. The facilitator assists the concerned persons by helping them to identify the issues, to explore and collaborate on a possible basis for agreement, and to recognize the likely consequences of not settling the dispute through EI. The concerned persons alone decide whether to settle and, if so, on what terms. The facilitator never imposes a decision.

Approach to the removal and restoration of delegation

4.38 The PSC uses the Appointment Delegation and Accountability Instrument (ADAI) to establish for all deputy heads standard limitations and conditions on certain delegated authorities. For example, deputy heads cannot sub-delegate the authority to revoke internal appointments. The PSC may also apply specific limitations or conditions, or remedial measures, to a particular deputy head's delegated authorities as a result of deficiencies identified through oversight activities.

In 2006-2007, the PSC did not impose new remedial measures on any organization.

4.39 The decision to impose remedial measures, such as limiting what departments and agencies can do or withdrawing delegation entirely, is not one that the PSC takes lightly. When the PSC's oversight activities reveal shortcomings that warrant such strong measures, the PSC provides remedial support to the organization to help fulfil the conditions and take steps to correct the deficiencies that led to the situation. The objective is to restore the organization as quickly as possible to a well-performing, fully delegated organization.

4.40 In 2006-2007, the PSC did not impose new remedial measures on any organization.

By ensuring that appointment processes are conducted without bias and do not create systemic barriers, deputy heads will help to achieve a public service that reflects the Canadian population it serves.

4.41 The PSC's 2005-2006 Annual Report identified five organizations that had specific limitations and conditions in their ADAIs. During 2006-2007, the Office of the Privacy Commissioner and the Military Police Complaints Commission demonstrated that they had adequately responded to the PSC audit recommendations. In view of the audit concluded in June 2007 of the NAFTA Secretariat – Canadian Section, the PSC decided to remove the delegation conditions it imposed in 2005. The PSC established a standard ADAI with each deputy head. Appendix 4 identifies the remaining two organizations with the details of the restrictions and conditions applied to them by the PSC.

Changes to delegated authorities

4.42 In 2006-2007, the PSC amended the ADAI to include the guiding value of representativeness in addition to the core values of merit and non-partisanship, and the guiding values of fairness, transparency and access. By ensuring that appointment processes are conducted without bias and do not create systemic barriers, deputy heads will help to achieve a public service that reflects the Canadian population it serves.

4.43 As a result of the amendments to the PSEA contained in the *Federal Accountability Act*, the ADAI was amended to reflect the removal of the right of minister's staff to priority appointment under the Act.

4.44 By March 31, 2007, the PSC had approved eight specific sub-delegation arrangements to permit the deputy head to allow persons outside their direct line of responsibility to carry out appointment activities. These specific arrangements differed among organizations. Details are provided in appendix 5.

Changes to the delegation policy

4.45 Deputy heads must ensure that their sub-delegated officials have access to human resources (HR) specialists whose expertise in the Appointment Framework has been validated by the PSC. The Appointment Framework Knowledge Test (AFKT) is the means by which the PSC validates this expertise. In 2006 -2007, the PSC amended its delegation policy to allow its regional offices to administer the AFKT to external service providers identified on the National Master Standing Offer or the Professional Services Online systems of Public Works and Government Services Canada. This will help deputy heads who do not have HR specialists in their own organization to respect this condition of delegation.

The PSC continues to present information sessions to support HR specialists across Canada as they work with sub-delegated managers to implement the PSEA.

4.46 The PSC continues to present information sessions to support HR specialists across Canada as they work with sub-delegated managers to implement the PSEA. These sessions are aimed at HR professionals who are required to provide advice and guidance to hiring managers. The PSC delivered a total of 94 information sessions across Canada by March 31, 2007 on a variety of delegated appointment and appointment-related authorities, including: merit criteria; acting appointments and official languages; informal discussion and notification; and area of selection and mobility.

Managing priority entitlements

4.47 The PSC has not delegated the administration of priority entitlements. The PSC retains the responsibility to ensure that the rights of persons with priority entitlements are respected and that hiring organizations conduct their assessment of these individuals in a fair and transparent manner.

4.48 The PSEA and the *Public Service Employment Regulations* provide certain persons in career and workforce transition situations with an entitlement to be appointed ahead of all others to positions in the public service for which they are found qualified. Examples of persons entitled to such priority appointments include surplus and laid-off employees, employees on extended leave of absence whose positions have been backfilled, as well as employees who are granted relocation leave in order to accompany their spouse or common law partner.

4.49 The PSC administers the Priority Information Management System (PIMS) to ensure that priority entitlements are valid and that departments and agencies observe them. Last year's Annual Report noted that the PIMS allowed the PSC and organizations to access reports to determine the extent to which an organization was respecting priority entitlements. This report feature was removed over the course of 2006-2007 due to technical problems. The PSC took steps to address the problem and provided an improved reporting function on April 1, 2007.

4.50 Overall, 1 247 new persons met the conditions to be considered for priority appointment in 2006-2007. This is in addition to the 1 074 persons whose priority entitlements were carried over from the previous fiscal year (see appendix 6, table 43 – Priority administration (public service total)).

Table 8 – New priority entitlements by fiscal year

	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Leave of absence	114	193	179	171	214	197
Ministers' staff	47	30	68	34	41	34
Lay-off	7	20	24	20	9	8
Surplus	276	231	567	210	282	252
Employees who have become disabled	58	65	51	42	34	41
Canadian Forces/RCMP who have been medically released	25	37	54	60	78	206
Relocation of spouse	263	277	314	360	364	388
Reinstatement of priority persons who accepted a lower level position	48	82	61	61	83	120
Governor General's exempt staff	n/a	n/a	n/a	n/a	4	1
TOTAL	**838**	**935**	**1 318**	**958**	**1 109**	**1 247**

Source: Data for 2006-2007, Priority Information Management System.
All other years, PSC annual reports.

4.51 The number of priority entitlements fluctuates from one fiscal year to another. These numbers are driven by actions which are either employer or employee initiated, giving rise to priority entitlements. Examples of these actions include granting leave of absence, relocation of spouses or common law partners and workforce adjustment situations.

4.52 As happened last year, 2006-2007 saw a continued increase in the number of priority entitlements in the case of Canadian Forces/RCMP personnel who have been medically released. During 2006-2007, the priority entitlement of 216 persons expired; this is consistent with data from previous fiscal years (see appendix 6, table 43 – Priority administration (public service total)). The PSC's priority system oversaw the appointment of 672 priority persons in 2006-2007.

Table 9 – Priority appointments by fiscal year

	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Leave of absence	141	109	128	125	180	125
Ministers' staff	31	31	41	35	25	37
Lay-off	14	14	9	9	8	3
Surplus	194	194	377	322	189	145
Employees who have become disabled	18	26	20	23	14	11
Canadian Forces/RCMP who have been medically released	20	18	29	36	48	112
Relocation of spouse	117	127	141	136	191	202
Reinstatement of priority persons who accepted a lower level position	25	21	8	11	17	37
Governor General's exempt staff	n/a	n/a	n/a	n/a	3	0
TOTAL	**560**	**540**	**753**	**697**	**675**	**672**

Source: Data for 2006-2007, Priority Information Management System.
All other years, PSC annual reports.

4.53 The total number of appointments of persons with priority entitlements did not decrease significantly from 2005-2006. However, the number of appointments of surplus employees dropped in 2006-2007 to levels comparable to 2001-2002 and 2002-2003 in most regions, despite the fact that it remains stable in the National Capital Region.

4.54 The PSC offered training to departments and agencies on priority administration and on the PIMS. The PSC delivered 20 one-day training sessions across Canada from mid-January to mid-March 2007 to over 700 HR staff. Given the demonstrated need as well as the success of this training, the PSC plans to deliver priority administration training sessions on a yearly basis.

A comprehensive approach to monitoring will be developed for 2007-2008, which will include much broader activities for the collection and analysis of data and corrective measures ...

Monitoring priority appointments

4.55 Given the nature of priority entitlements, the PSC requires a variety of monitoring approaches to examine departmental and agency performance at various levels. In 2006-2007, the PSC continued to monitor the administration of priority entitlements. This monitoring focusses on the verification of four main areas of activity: the entitlements proposed by departments and agencies; proper input of the information to PIMS (timeliness, quality); the screening and referral process (a corporate public service-wide perspective); and the assessment results as reported by departments and agencies (timeliness, appropriateness). During 2006-2007, an informal case-specific approach was utilized for issues raised as a result of this monitoring of transactions.

4.56 A comprehensive approach to monitoring will be developed for 2007-2008, which will include much broader activities for the collection and analysis of data and corrective measures, including:

- generating automated reports on a regular basis to monitor activities;
- providing organizations with on-line reports to self-monitor these activities and to identify trends within departments and agencies or the public service as a whole; and
- conducting a survey to collect accurate and reliable data on the perceptions of priority persons pertaining to the administration of their entitlements.

More detailed information related to departmental and agency compliance will be addressed in next year's Annual Report.

Ministers' staff priorities

4.57 Since exempt staff have worked in close proximity to a minister, the PSC determined that there was a greater risk of perceived political influence in their appointments to the public service than in other priority appointments. For this reason, the PSC had put in place certain controls on the use of this entitlement, including the following.

- The PSC retained the responsibility for confirming that persons requesting a ministers' staff priority entitlement met the criteria set out in section 41 of the PSEA.
- The PSC did not delegate the authority for appointment of ministers' staff with a priority entitlement to positions in the Executive Group. Deputy heads who approached the PSC to appoint a minister's staff priority to an executive position had to first attest that the appointment did not constitute, or appear to constitute, a conflict between the duties performed while the person was employed in the minister's office and the duties of the position to which the person was being appointed. They also had to attest that the appointment was free from political influence and personal favouritism, and would not be perceived as impairing the impartiality of the public service.

Table 10 – Applications to confirm ministers' staff priority entitlement for 2006-2007

Received	Denied	Entitlements confirmed under criteria set out in section 41 of the PSEA	Number pending confirmation as of March 31, 2007
9	2	8	1

Source: PSC Priority Administration Unit

4.58 Of the nine requests to confirm a ministerial staff priority entitlement in 2006-2007, eight met the legal requirements. Once their entitlement has been confirmed, it is the prerogative of each individual to inform the PSC if they wish to activate their entitlement. For the period 2006-2007, 34 ministers' staff priority persons informed the PSC of their desire to exercise their priority entitlement. As of March 31, 2007, the priority entitlement of 16 ministers' staff priorities expired without an appointment to the public service and no other ministers' staff priorities were left in the system.

Table 11 – Ministers' staff priority entitlements by fiscal year

	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Number of ministers' staff priorities who activated their entitlement	47	30	68	34	41	34
Number of appointments	31	31	41	35	25	37
Number of entitlements expired without appointment	5	4	5	20	2	16

Source: Data for 2006-2007, Priority Information Management System.
All other years, PSC annual reports.

4.59 During 2006-2007, organizations appointed 37 former ministers' staff members with priority entitlement; one of these appointments was to the Executive Group. This represents an increase in appointments from previous years, although the number who chose to activate their entitlement decreased over 2005-2006.

4.60 As noted in chapters 1 and 2, the *Federal Accountability Act* replaced the priority entitlement for ministers' staff with the opportunity to apply for advertised internal appointment processes.

Chapter 5
PSC services

5 PSC services

5.1 The Public Service Commission (PSC) has a long tradition or providing staffing and assessment services to the organizations of the federal public service. Under the new *Public Service Employment Act* (PSEA), the Commission, via its Staffing and Assessment Services Branch (SASB), continues to offer optional services to departments and agencies in the area of recruitment, staffing, executive resourcing and assessment. The SASB provides a range of services that are essential to departments and agencies, or which complement services already available in these organizations.

Transformation of PSC services

5.2 With the implementation of the new PSEA and the delegation of almost all the PSC's appointment authorities to deputy heads, departments and agencies now have the responsibility and flexibility for customizing staffing programs and processes to meet their operational needs. However, the public service of Canada faces significant challenges in fully implementing the new PSEA. The modernization of the human resources (HR) management regime requires that managers take ownership of staffing and adopt a longer-term cultural change. However, few departments and agencies have the capacity to develop all staffing services or have the ability to offer a full range of services across Canada. The PSC also provides support services to departments and agencies that have had conditions or limitations placed on their delegated authority. In this context, many organizations continue to look to the PSC for support so that they can carry out their responsibilities.

The modernization of the human resources (HR) management regime requires that managers take ownership of staffing and adopt a longer-term cultural change. However, few departments and agencies have the capacity to develop all staffing services or have the ability to offer a full range of services across Canada.

5.3 While continuing to provide its traditional services, the PSC has undertaken a comprehensive business transformation project to reposition its services and establish a centralized service for staffing across the public service. The availability of a centralized service provider affords an opportunity to generate economies of scale, when attracting job-seekers to reduce duplication of efforts across the public service and the HR community in particular, and to maintain consistent, values-based processes across organizations.

5.4 The PSC intends to transform its services to respond to the current and evolving requirements of departments and agencies specifically, as well as public service modernization more generally. For example, managing collective staffing processes and creating pre-qualified pools of candidates has been identified through consultations with departmental and agency managers as a service they see the PSC providing. In 2006-2007, as part of its business transformation project, the PSC supported several collective processes, for example, for staffing shortage groups such as nurses and groups with high demand, such as functional communities and administrative support. The PSC's Public Service Resourcing System (PSRS) is especially useful in managing the high volume of applications generated by collective staffing processes that are open to the public.

5.5 The ultimate objective of this transformation will be to introduce and maintain a range of staffing and assessment services that:

- are fully aligned with the PSEA, PSC policies and guidelines and staffing values;
- complement those already available in departments and agencies; and
- are flexible and respond to differing departmental and agency requirements.

... managing collective staffing processes and creating pre-qualified pools of candidates has been identified through consultations with departmental and agency managers as a service they see the PSC providing.

Collective staffing

Collective staffing has become a valuable and effective staffing and recruitment strategy. Combined with the new merit criteria, that can be applied in any order, it offers hiring managers the opportunity to select the right fit for their resourcing needs. In particular, collective staffing processes:

- are efficient, because one process can be used to staff several positions or levels in the same occupational group, in one or more organizations;
- support the spirit of public service modernization, by promoting collaboration among managers and linkages between business planning with human resources planning; and
- can create pools of qualified candidates, from which managers can draw to fill immediate or future needs.

As federal organizations' use of collective staffing processes increased in 2006-2007, so too did the demand on the PSC for policy advice and guidance as well as for the provision of services and products to support collective recruitment processes.

Collective staffing presented challenges from a policy perspective. Hiring managers expressed concerns with the notification requirements in internal collective staffing processes. In addition, for reporting purposes, departments and agencies needed better guidance in identifying whether an appointment from a collective staffing process was advertised or non-advertised. Accordingly, the PSC is addressing issues related to collective staffing so that it remains an efficient method of resourcing.

The PSC has also developed a guide for managing applicant volumes. The PSC delivered 17 SmartShops to HR professionals across the country, providing information to help address the challenges and complexities of planning and managing a collective staffing process.

E-staffing

5.6 PSRS, the PSC's web-based recruitment and screening system, enables organizations to advertise their external opportunities on the PSC's jobs.gc.ca Web site and enables applicants to apply directly to these opportunities. As well, PSRS provides both basic and additional tools to screen applications to organizational advertisements and to the centralized recruitment programs, specifically the Post-Secondary Recruitment Program (PSR), and the Recruitment of Policy Leaders Program (RPL). With these features, PSRS enables organizations and the PSC to effectively manage recruitment processes with high volumes of applications.

5.7 PSRS is available to hiring managers through the PSC's regional offices or directly from their organizations. As of March 2007, 11 departments and agencies had been provided with direct access to this tool, allowing them greater ease in advertising positions and screening applications.

5.8 In 2006-2007, PSRS was used to announce all advertised external organizational recruitment processes.[11] In 1% of these processes, departments included only a link on PSRS to their own recruitment site and chose to receive and screen applications without the assistance of the system. For the processes that did use the system's additional screening features, at least one tool was used in 34% of the processes. Since the system can relieve much of the screening burden managers experience in high volume processes, the PSC will increase efforts to encourage them to take advantage of its features more often.

5.9 PSRS is one component of the PSC's Public Service Staffing Modernization Project (PSSMP), a much larger system initiative intended to transform staffing in the federal public service. The other component is a long-term, public service-wide integrated solution to address both external and internal staffing. A long-term staffing solution is needed to support public service modernization, and to improve management of and accountability for hiring, which is currently burdened by largely manual, paper-based staffing processes.

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[11] This includes only external processes for which the advertising period was completed during the year and does not include processes that were cancelled.

5.10 Further investments are needed to develop and implement modern staffing tools, practices and systems. The PSC will continue to work with its partners in other departments and agencies to determine the requirements of a long-term staffing solution, and to ensure that this solution aligns with other public service-wide initiatives.

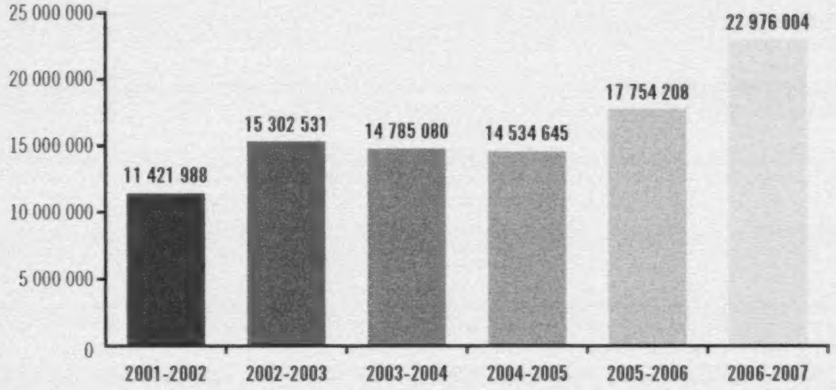
Recruitment statistics and volumes

5.11 Across Canada, the PSC connects potential employees with federal public service jobs. The PSC appointment policy requires that opportunities open to the public be advertised on the PSC's Web site, www.jobs.gc.ca and on Infotel or on another telephone service provider. Infotel is an alternative channel for the Canadian public to hear job advertisements, via the telephone (toll-free), that are posted on the jobs.gc.ca site.

Further investments are needed to develop and implement modern staffing tools, practices and systems.

- In 2006-2007, a total of 22.9 million visits were made to the Web site and 70 588 calls were made to Infotel. Visits to the Web site continue to increase in number, while calls to Infotel continue to decrease.

Figure 14 – Total visits to the jobs.gc.ca Web site



Source: Public Service Commission Corporate Management Branch (Data obtained from PSC Web stats; reflects combined visits to www.jobs.gc.ca and PSRS sites).

Table 12 – Infotel usage: number of calls annually

2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
260 673	174 255	116 167	100 297	70 588

Source: Service Canada.

5.12 Last year, 5 671[12] advertisements were posted on the jobs.gc.ca Web site for opportunities in organizations or with the PSR and RPL centralized recruitment programs. These advertisements represented approximately 10 500 positions.[13]

5.13 In response, over 1.07 million applications were received from over 260 000 individual job seekers. Based on responses to advertisements where the number of jobs to fill was known, the PSC received almost 80 applications per job opening.

- About two thirds of the estimated 10 500 positions advertised were for term employment opportunities and the remaining third for permanent/indeterminate employment.[14]

5.14 A further analysis of the ratio of applications-to-jobs-available by occupational classification suggests that some occupations have an over-supply of interest, while others may be having difficulties attracting sufficient talent with current recruitment strategies.

5.15 Tables 13 and 14 show the occupational groups with most positions to be filled in 2006-2007 and those occupational groups with the highest application-to-positions available ratios. The data suggest that for these occupational groups, managers might benefit from using volume management strategies.

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[12] These figures count only processes that closed in 2006-2007, excluding those that were cancelled.

[13] The estimate of 10 500 positions represents the number of positions which departments intended to staff and may differ from the actual number of positions staffed for various reasons, including organizational requirements that changed between advertising and time of appointment. In addition, the number of external appointments made during the year would also include processes that began in the previous reporting period and any appointments resulting from non-advertised processes. As well, PSRS does not yet support internal staffing.

[14] Figure does not include students or casuals.

Table 13 – Occupations posted on jobs.gc.ca with most positions to be filled during 2006-2007

Occupational group	Positions available
Clerical and Regulatory – CR	2 228
Programme Administration – PM	1 131
Administrative Services – AS	945
Economics, Sociology and Statistics – ES	512
General Labour and Trades – GL	504
Engineering and Scientific Support – EG	448
Computer Systems Administration – CS	336
General Services – GS	257
Ships' Repairs – SR	233
Financial Administration – FI	228

Source: PSRS as of March 31, 2007.

Table 14 – Occupations posted on jobs.gc.ca with highest application-to-positions available ratio during 2006-2007

Occupational group	Positions available	Applications submitted	RATIO Applications submitted / positions available
Regulatory Enforcement Group – RE	32	7 632	239
Secretarial, Stenographic, Typing – ST	25	4 454	178
Scientific Regulation/ Patent Examination – SG	14	2 308	165
Clerical and Regulatory – CR	2 228	301 423	135
Organization and Methods – OM	7	911	130
Commerce – CO	83	10 636	128
Administrative Services – AS	945	113 054	120
Defence Scientific Service – DS	7	764	109
Social Science Services – SI	105	11 002	105
Information Services – IS	19	1 870	98

Source: PSRS as of March 31, 2007.

Note: Ratios have been calculated based on applications received for those processes where the number of positions to be filled is available.

5.16 In contrast to those occupations experiencing an over-supply of applicants, based on an early analysis of applicant data collected via PSRS, less than optimal application rates are occurring in select skilled trade and technical occupations, health professions, and finance and audit. The PSC is monitoring situations where recruitment pressures may be emerging due to an under-supply of applicants and will invest further efforts to gain a deeper understanding of these trends and determine whether more proactive recruitment initiatives are required for these occupations.

5.17 Analysis of demographic data for applicants to general recruitment processes, including their education, location of residence, first official language, official language proficiency (based on self-reporting) and employment equity status (based on self-reporting) revealed that the public service is attracting a diverse and well-educated applicant pool from across Canada.

5.18 Of the individuals who responded to general recruitment opportunities, nearly 190 000 applicants provided information about their highest academic level. Fully 50% reported holding a university degree: 35% at the bachelor level and 15% at the graduate level.

5.19 Nearly 50% of the 93 000 applicants to traditionally administrative support positions in the Clerical and Regulatory group (levels 1 to 5) and Administrative Services group (levels 1 and 2) indicated they held a university degree. University graduates may be showing an over-attraction for administrative support positions as a means of gaining entry to the public service. This creates the potential for under-employment of skilled knowledge workers who may be better employed in other fields of work.

The PSC continues to witness strong interest in public service jobs from members of the four designated employment equity groups ...

5.20 The PSC continues to witness strong interest in public service jobs from members of the four designated employment equity groups, with the proportion of applicants exceeding workforce availability (WFA) for each group except persons with disabilities. In response to general recruitment opportunities posted in 2006-2007, 60% of individual applicants self-identified as women (WFA, 52.2%), 21% as members of a visible minority (WFA, 10.4%), 3.5% as Aboriginal persons (WFA, 2.5%) and 3.1% as persons with disabilities (WFA, 3.6%).

5.21 As shown in the table below, applicants are from across Canada, with a majority (63%) from Ontario and Quebec. With the exception of Alberta, which is dealing with an extremely hot labour market, these proportions align with the distribution of jobs available by province and the distribution of the Canadian population as a whole.

Table 15 – Percent distribution of applicants, jobs advertised and Canadian population, by province and territory

Province/territory	Applicant residence	Location of jobs advertised	% of Canada's population
Alberta	5.9%	9.4%	10.4%
British Columbia	11.1%	11.2%	13.0%
Manitoba	4.9%	3.8%	3.6%
New Brunswick	3.5%	3.6%	2.3%
Newfoundland and Labrador	2.1%	0.7%	1.6%
Northwest Territories	0.3%	1.1%	0.1%
Nova Scotia	4.8%	4.9%	2.9%
Nunavut	0.1%	0.3%	0.1%
Ontario	40.5%	40.5%	38.5%
Prince Edward Island	1.2%	0.6%	0.4%
Quebec	22.6%	21.0%	23.9%
Saskatchewan	2.9%	2.7%	3.1%
Yukon	0.1%	0.3%	0.1%
TOTAL Canada	**100.0%**	**100.0%**	**100.0 %**

Source: PSRS for applicant residence and jobs advertised, March 31, 2007;
2006 Census for population percentages.

5.22 Applicants for public service jobs are representative of Canada's linguistic duality. English was identified as the first official language (FOL) by 73.5% of applicants; 26.5% declared French as their FOL. As shown in the chart below, self-declared proficiency in the second official language was much higher for those applicants identifying French as their FOL than those applicants identifying English as their FOL.

Table 16 – Percent distribution of language proficiency of applicants by first official language, 2006-2007

Self-reported proficiency (spoken) in second official language	Applicant's first official language is French	Applicant's first official language is English
None	0.6%	38.3%
Beginner	8.2%	37.9%
Intermediate	36.7%	16.7%
Advanced	54.5%	7.1%
TOTAL	**100.0%**	**100.0%**

Source: PSRS as of March 31, 2007.

Specialized recruitment programs

5.23 The PSC offers efficient, targeted recruitment strategies to match candidates with career opportunities in the federal public service. It administers five specific specialized recruitment programs that are aimed at both students and recent post-secondary graduates. In 2006-2007, the use of specialized recruitment programs continued to increase, as organizations and functional communities strove to attract and hire a diverse, representative and competent public service workforce.

5.24 The ongoing challenge for the public service is to encourage departmental and agency managers to make better use of these specialized recruitment programs to address their short and longer term renewal needs.

The ongoing challenge for the public service is to encourage departmental and agency managers to make better use of these specialized recruitment programs to address their short and longer term renewal needs.

Recruitment of post-secondary graduates

5.25 The PSC utilizes two distinct programs for the recruitment of post-secondary graduates, for hiring into term or permanent positions: the Post-Secondary Recruitment (PSR) Program and the Recruitment of Policy Leaders (RPL) Program.

5.26 **Post-Secondary Recruitment Program** – PSR provides a coordinated and consistent approach to public service recruitment. Introduced in 1973, the program is national in scope and therefore adaptable to the national area of selection policy. While the program has traditionally targeted university graduates, the selection area was broadened in 2006, specifically for career choices in the Canada Border Services Agency, to include graduates of community colleges and CEGEPs.

5.27 The program has two components: a general inventory and a targeted system through which organizations can advertise specific job opportunities or career choices. This approach retains the organization's visibility with applicants, while maintaining the benefits of participating in a collective campaign. Appointments are made from the PSR on an ongoing basis.

5.28 In 2006-2007, the PSC held two PSR campaigns. One took place in the fall of 2006, and the other in the winter of 2007. Combined, the two campaigns advertised a total of 22 career choices at 15 organizations.

5.29 In total, 16 785 individuals submitted 31 686 applications to the PSR program. The following charts present a demographic profile of PSR applicants.

Table 17 – Educational profile (highest degree) of PSR applicants

Bachelor's degree	Master's degree	Doctorate	College diploma	Other	Total (16 785 applicants)
52.5%	37.3%	4.2%	3.5%	2.5%	100.0%

Source: PSRS as of March 31, 2007.

Table 18 – Employment equity designated group representation of PSR applicants

Visible minorities	Aboriginal peoples	Persons with disabilities	Women
37.8%	1.7%	2.5%	53.5%

Source: PSRS as of March 31, 2007.

Table 19 – Number and distribution of PSR applicants by home province or territory

Home province/territory	No.	%
Alberta	561	3.3%
British Columbia	1 374	8.2%
Manitoba	358	2.1%
New Brunswick	238	1.4%
Newfoundland and Labrador	184	1.1%
Northwest Territories	8	0.1%
Nova Scotia	500	3.0%
Nunavut	2	0.0%
Ontario	7 309	43.5%
Prince Edward Island	82	0.5%
Quebec	5 711	34.0%
Saskatchewan	202	1.2%
Yukon	10	0.1%
Outside Canada	246	1.5%
TOTAL	**16 785**	**100.0%**

Source: PSRS as of March 31, 2007.

Table 20 – Number and representation by first official language reported by PSR applicants

First official language	No.	%
English	10 912	65.0%
French	5 873	35.0%
TOTAL	**16 785**	**100.0%**

Source: PSRS as of March 31, 2007.

5.30 In view of the high number of applicants, the PSC utilizes tests and other methods to ensure that only applicants who meet the requirements of the position are referred to departments and agencies. Of the 22 career choices in 2006-2007, 13 used tests to determine which applicants would be referred to the department or agency for further evaluation and assessment. In 2006-2007, testing was conducted in 80 Canadian embassies and consulates internationally and in 50 Canadian centres domestically.

5.31 The PSC's ongoing efforts to encourage organizations to use PSR to attract post-secondary graduates is reflected in the number of career choices in 2006-2007. In 2007-2008, the PSC will continue to expand the scope of the program by examining various options to enhance the participation of federal government departments and agencies. Unique recruitment approaches will continue to be developed, such as the Student Ambassador Program, through which students work in collaboration with educational organizations to promote public service employment to post-secondary graduates.

In 2006-2007, 453 individuals were appointed through the PSR program ...

5.32 In 2006-2007, 453 individuals were appointed through the PSR program (includes appointments from the Management Trainee Program, the Accelerated Economist Training Program, and the Financial Officer Recruitment and Development and Internal Auditor Recruitment and Development Programs), of whom 384 were hired for indeterminate positions.

5.33 Based on reports from departments and agencies to the PSC in June 2007, these 384 new employees represented almost 20% of post-secondary recruitment. In addition to the PSC's PSR and RPL recruitment programs, departments also used student bridging and departmental and agency-specific recruitment programs and processes to hire post-secondary graduates.

5.34 **Recruitment of Policy Leaders Program** – The Recruitment of Policy Leaders Program enhances the capacity for policy analysis and development in the federal public service. It addresses major issues facing Canada, such as national security, health, social development and environmental concerns. The Program is led by the PSC in partnership with a group of graduates from the Program in addition to policy leaders from various organizations. It targets and recruits Canadian graduate students from leading universities within Canada and abroad who have achieved academic excellence, acquired policy-relevant experience, and demonstrated leadership skills through their work, voluntary activities, or academics. These individuals have the background and skills needed to take on Canadian public policy challenges and make significant contributions to the public service.

5.35 Because of the high calibre of recruits it has attracted to date, this Program has generated significant interest from organizations. The initial two recruitment campaigns were staged in the winter and fall of 2005. The winter campaign generated 903 applications and the fall campaign 1 181 applications. In total, the two first campaigns qualified 95 candidates (winter 43; fall 52). In the fall of 2006, a third RPL recruitment campaign attracted 1 005 Canadian citizens, and generated 51 qualified candidates. As a result of these three campaigns, 70 candidates were hired to indeterminate positions in middle to senior level positions, as of July 17, 2007. The top four federal departments and agencies that hired RPL candidates were Foreign Affairs and International Trade Canada, Human Resources and Social Development, Canadian Heritage and the Canadian International Development Agency.

5.36 **Functional communities** – The PSC works to facilitate hiring for the functional communities. Functional communities are made up of federal public sector employees who share common work functions, purpose and interests, such as HR specialists or computer technicians. The PSC helps design, develop, implement and deliver services related to federal public service recruitment from a collective perspective. The PSC supports the communities by using the Post-Secondary Recruitment Program and the Public Service Resourcing System.

5.37 In 2006-2007, the PSC developed four functional community recruitment pools: one for the Scientific and Technical community and three for the Human Resources advisors community. Overall, more than 30 departments and agencies have made use of them. The five recruitment initiatives associated with the creation of these four pools of candidates generated about 14 000 applications.

5.38 **Scientific and Technical recruitment pool** – In the fall of 2006, the PSC launched an initiative aimed at creating a Scientific and Technical (S&T) inventory of non-tested candidates on behalf of the S&T community. The S&T community comprises members employed by 13 different federal organizations. The table below provides a summary of the results associated with this initiative for the period between January and March 2007.

Table 21 – Scientific and Technical Community Recruitment Initiative Results

Initiative (S&T)	Apps received	Representation of employment equity group members			Requests to staff from four departments	Positions to staff	Number appointed
		VM	PWD	Ab			
fall 2006	2 192	33.0%	2.0%	1.0%	7	30	in progress

Source: PSRS and PSC Recruitment files.

Legend: VM: Visible minorities PWD: Persons with disabilities Ab: Aboriginal peoples

5.39 **Human Resources advisors recruitment pools** – The Canada Public Service Agency and the Human Resources Council joined with the PSC in January 2006 in launching a public-service wide external recruitment process. Twenty-four departments and agencies took part in this campaign to renew the HR community through recruitment of advisors at the entry level. Departments and agencies recruited 111 HR advisors through this campaign. Central agencies managing the campaign took advantage of the flexibilities introduced in the PSEA, such as using asset criteria to manage volumes and organizational fit when meeting with fully assessed candidates. A fully assessed pool was created where the assessment was conducted on behalf of a community of practice as opposed to individual departments and agencies. As a result, 104 appointments were made within 18 weeks of the date of posting the recruitment process.

5.40 Following the success of the first recruitment campaign, a second initiative was launched in the fall of 2006. Seventeen departments took part in this initiative up to the career fair stage. This second campaign qualified 163 HR advisors at the entry level. Appointments will take place in 2007-2008 following the matching process. The following table provides a summary of the results of the two campaigns.

Table 22 – Human Resources Entry Level Recruitment Initiative Results

Initiative (PE-1/2)	Apps received	Representation of employment equity group members			Number referred	Number qualified	Number appointed
		VM	PWD	Ab			
winter 2006	2 718	23.0%	3.0%	2.3%	350	159	111
fall 2006	1 886	32.0%	3.9%	1.9%	353	163	in progress

Source: PSRS and PSC Recruitment files.

Legend: VM: Visible minorities PWD: Persons with disabilities Ab: Aboriginal peoples

5.41 A third campaign was launched in the summer of 2006 to address continued shortages of qualified HR professionals at the mid-career level. Thirty-four departments and agencies took part in this campaign. A partially assessed (screened on experience and education) pool of candidates was created as a result of that campaign. The following table provides a summary of the results.

Table 23 – Human Resources Professional Mid-career Level Recruitment Initiative Results

Initiative (AS-1)	Apps received	Representation of employment equity group members			No. in Pool	144 requests to staff				Number appointed
		VM	PWD	Ab		PE-3	PE-4	Either	Total to staff	
summer 2006	1 500	22.0%	6.0%	4.0%	614	137	113	13	263	7

Source: PSRS and PSC Recruitment files.

Legend: VM: Visible minorities PWD: Persons with disabilities Ab: Aboriginal peoples

5.42 The HR functional community subsequently opted to fully assess candidates in the staffing, labour relations and classification disciplines. As a result, a pool of 30 fully assessed candidates was created. The PSC will continue to market these candidates in 2007-2008.

5.43 In the winter of 2007, a national campaign was initiated to entry-level staff compensation advisor positions. Twenty-eight departments and agencies participated in this campaign. Again, appointments from this campaign will be made in 2007-2008. The following table provides preliminary results of this recruitment process as of May 2007.

Table 24 – Compensation Advisor Recruitment Initiative Results

Initiative (AS-1)	Apps received	Representation of employment equity group members			Screened in	Qualified
		VM	PWD	Ab		
winter 2007	5 770	17.0%	3.0%	2.0%	650	131

Source: PSRS and PSC Recruitment files.

Legend: VM: Visible minorities PWD: Persons with disabilities Ab: Aboriginal peoples

5.44 The PSC will continue to promote and monitor staffing approaches such as collective staffing processes, and seek ways to enhance the efficiencies while ensuring tailored approaches still uphold the staffing system values.

Each of these programs acts as a means for students to attain work experience that may encourage them to consider a public service career.

Recruitment of students for temporary employment

5.45 The PSC uses three programs to recruit students for temporary employment on a full-time or part-time basis during their academic year: the Federal Student Work Experience Program (FSWEP), the Research Affiliate Program (RAP) and the Co-operative Education and Internship Program (CO-OP).

5.46 Each of these programs acts as a means for students to attain work experience that may encourage them to consider a public service career.

5.47 In accordance with organizational criteria or policies, deputy heads may bridge students into public service employment by allowing them to apply to advertised internal processes or through non-advertised external processes. In such cases, students must have been recruited in accordance with the Treasury Board's Student Employment Policy.

5.48 Bridging mechanisms facilitate the hiring of CO-OP, Internship, FSWEP, and RAP students into term or indeterminate positions in the federal public service after the completion of their studies. Based on information provided by 59 organizations on their recruitment activities during 2006-2007, departments and agencies reported hiring 591 graduates of post-secondary programs on an indeterminate basis through bridging mechanisms.[15]

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[15] In the spring of 2007, departments and agencies were asked to provide input to the PSC in support of the Public Service Renewal Action Plan.

5.49 **Federal Student Work Experience Program** – FSWEP is the primary vehicle through which federal departments and agencies recruit students for student jobs each year. Candidates must be secondary or post-secondary students with full-time status in an accredited institution, returning to full-time studies for the next academic term, and at least the minimum age to work in the province or territory where the job exists.

5.50 In 2006-2007, FSWEP attracted 71 402 applications of which 56 162 were referred to government organizations, for a total of 9 574 appointments. The top five departments included: Human Resources and Social Development Canada, the Canada Border Services Agency, Public Works and Government Services Canada, Service Canada, and Agriculture and Agri-Food Canada.

Table 25 – Federal Student Work Experience Program activities

	2004-2005	2005-2006	2006-2007
Applications received	76 094	76 000	71 402
Appointments	6 556	8 581	9 574

Source: FSWEP mainframe and PSC Appointment files.

5.51 **Research Affiliate Program** – RAP recruits post-secondary students who require experience in applied research in order to graduate. RAP started out as part of FSWEP and is now a unique program that helps science and technology graduates complete their required course of study with research project opportunities.

5.52 Under this Program, students are matched with ongoing research projects in federal government facilities. Federal departments and agencies can post specific research positions on the RAP Web site year-round. To be considered, the applicants must satisfy the definition of a student, as defined in the Treasury Board's of Canada Student Employment Policy.

Table 26 – Research Affiliate Program activity during 2006-2007

Applications	Referrals	Appointments	Re-appointments
175	76	36	95

Source: PSC files and information provided by departments and agencies.

5.53 **Co-operative Education and Internship Program** – The PSC manages the public service's post-secondary CO-OP Program. One of the PSC's roles is confirming that the CO-OP and internship programs offered by post-secondary educational institutions meet the eligibility criteria, thus enabling full-time students to secure work placements with the federal public service. The PSC does not conduct recruitment and referrals for CO-OP. The recruitment process has been delegated mostly to departments and agencies, and is coordinated by the educational institutions that have CO-OP programs. In 2006-2007, 3 465 appointments were made under this Program.

5.54 This Program has become popular with public service managers, particularly as more educational institutions apply for PSC recognition and approval of their programs. Moreover, under the *Public Service Modernization Act* of 2003, departments and agencies have the flexibility to retain more students for co-op terms and work placements. This flexibility also allows the managers to eventually place the co-op students in permanent positions.

Noteworthy practice

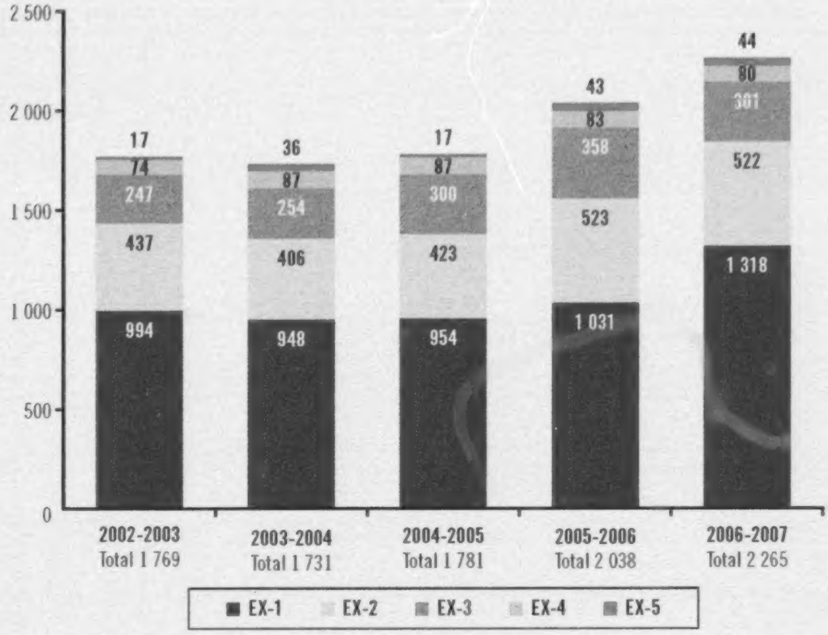
The **Fisheries and Oceans Canada** (DFO) CO-OP Pilot Project illustrates the benefits that can be derived from the use of the CO-OP Program. In response to a need for audit and evaluation recruits by DFO, the University of Ottawa worked with DFO to develop a pilot program that was subsequently approved by the PSC under the Co-operative Education and Internship Program. Through the DFO program, third-year university students are developed to meet departmental requirements for internal auditors and evaluators and gain the practical experience they need to fulfill the requirements of their academic program. Students are provided with the opportunity to acquire skills and competencies as they progress through the Program and the opportunity to secure full-time employment with the department upon graduation. The partner organizations view this approach as a best practice in the rejuvenation of the federal public service and a milestone for the CO-OP program.

Executive resourcing

5.55 In 2006-2007, there were a total of 2 265 appointments (including new appointments, promotions, and acting appointments) in the Executive cadre. This number represented a 11.1% increase over 2005-2006. The number of EX-1 appointments was 27.8% higher and the EX-3 appointments decreased by 15.9%, while the remaining EX levels remained relatively unchanged.

5.56 In 2006-2007 the EX cadre increased to 4 121 – an increase of 5.4% from 2005-2006. There was a 7.3% increase in EX-1 level positions, from 1 999 to 2 144 and an 8.3% increase in EX-2 level positions from 920 to 996.

Figure 15 – EX staffing activities by fiscal year and level



Source: PSC Appointment files.

Table 27 – Population of EX group by level and fiscal year

	March 2003	March 2004	March 2005	March 2006	March 2007
EX-1	1 901	1 972	1 977	1 999	2 144
EX-2	939	947	892	920	996
EX-3	655	674	682	733	728
EX-4	184	173	177	177	172
EX-5	77	77	71	81	81
TOTAL	**3 756**	**3 843**	**3 799**	**3 910**	**4 121**

Source: PSC Population files.

5.57 Promotions increased in the Executive Group by 26.4% from 677 in 2005-2006 to 856 in 2006-2007.

- The increase at the EX-1 level was 69.1%, from 278 to 470, and at the EX-2 level it was 8.1%, from 210 to 227.
- A decrease occurred at the EX-3 level of 22.1% from 131 promotions to 102 in 2006-2007.
- For the EX-4 and EX-5 levels, the number of promotions increased by 2.9% and decreased by 8.3% respectively.

5.58 The number of acting appointments for the EX cadre increased by 1.7%, from 754 in 2005-2006 to 767 in 2006-2007.

Table 28 – Promotions and acting appointments to and within the EX group by fiscal year

Activity	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Change (over last year)
TOTAL EX appointments	**1 769**	**1 731**	**1 781**	**2 038**	**2 265**	**11.1%**
■ Promotions	713	600	466	677	856	26.4%
■ Acting appointments	530	572	673	754*	767	1.7%

Source: PSC Appointment files.

* **Erratum:** The 2005-2006 Annual Report incorrectly noted 752 acting appointments for 2005-2006.

Bilingual imperative staffing of executives

5.59 In 2006-2007, departments and agencies continued to increase the number of executive positions staffed on a bilingual imperative basis. "Bilingual imperative" means that candidates must meet the language requirements of the position when they accept the offer. The obligation was introduced in a 2004 directive from the Treasury Board that directed that imperative staffing be used except under exceptional cases or when otherwise stated in the directive.

5.60 The Treasury Board directive does not apply to positions that are open to the public, which may be staffed on an imperative or non-imperative basis. In the case of a non-imperative appointment to a position with a bilingual requirement, the employee must agree to become bilingual through language training provided by the Employer.

Table 29 – Number and percentage of bilingual imperative appointments in the EX group, by level and fiscal year

	2002-2003		2003-2004		2004-2005		2005-2006		2006-2007	
	No.	%	No.	%	No.	%	No.	%	No.	%
EX-1	493	49.6	517	54.5	559	58.6	674	65.4	865	65.6
EX-2	221	50.6	211	52.0	273	64.5	338	64.6	363	69.5
EX-3	153	61.9	158	62.2	198	66.0	284	79.3	240	79.5
EX-4	54	73.0	63	72.4	59	67.8	60	72.3	68	85.0
EX-5	15	88.2	27	75.0	14	82.4	35	81.4	38	86.3
Sub-total bilingual imperative appts	936	52.3	976	56.3	1 103	61.9	1 391	68.2	1 574	69.5
Total EX appts	**1 769**		**1 731**		**1 781**		**2 038**		**2 265**	

Source: PSC Appointment files.

5.61 In 2006-2007, the percentage of bilingual imperative appointments in the EX Group continued to increase from 68.2% in 2005-2006 to 69.5% in 2006-2007.

EX resourcing services

5.62 With the implementation of the *Public Service Employment Act* (PSEA) in December 2005, the PSC delegated its appointment authorities for executive positions (EX-1 through EX-5 levels).[16] As a result, the PSC's executive resourcing services became optional. Since then, some deputy heads have opted to use their internal HR services for these processes, while many departments and agencies continue to turn to the PSC for EX-1 to EX-3 resourcing services. The Canada Public Service Agency supports selection and recruitment for the EX-4 and EX-5 levels.

In 2006-2007, the Executive Resourcing Directorate provided recruitment, assessment and selection services for 603 executive staffing processes at the EX-1 to EX-3 level.

5.63 The PSC's Executive Resourcing Directorate continues to offer organizations a range of services for executive resourcing at the EX-1 through EX-3 levels, including internal staffing services for the selection of executives as well as targeted recruitment or collective staffing strategies for employment equity designated groups or for functional communities such as information technology and finance.

5.64 In 2006-2007, the Executive Resourcing Directorate provided recruitment, assessment and selection services for 603 executive staffing processes at the EX-1 to EX-3 level.

5.65 The number of applications received by the PSC for executive-level processes, for both external and internal advertisements, increased by 20.2% over 2005-2006. Over the past five years, application volumes have increased by 68.2%.

Table 30 – Applications to EX-1 to EX-3 selection processes, by fiscal year

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Applications	7 677	8 691	9 820	10 746	11 435

Source: PSC Executive Resourcing Integrated Staffing System and case log.

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[16] Under the former PSEA, the PSC had delegated authority to deputies for certain types of EX resourcing activities, such as actings, lateral appointments, and deployments. In 2001 the PSC initiated the Strategic Executive Staffing approach whereby deputies were delegated the authority to make certain EX appointments in accordance with pre-approved plans.

Assessment

5.66 The PSC offers a broad range of assessment products and services to federal government departments and agencies, matching Canadians with the right skills and abilities to the right positions in the federal public service. These products and services are offered primarily through the PSC's Personnel Psychology Centre, a centre of expertise in assessment for selection and development purposes. The PSC provides tests to evaluate individuals for public service positions. In 2006-2007, the PSC modernized its assessment tools and introduced new ones, and responded to a heavy demand for its products and services.

The use of standardized PSC tests allowed departments and agencies to ensure that their assessment processes were fair, transparent and meritorious.

Assessment volumes

5.67 In 2006-2007, overall testing volumes increased significantly from the previous year. These increases occurred in most testing categories, including managerial/leadership assessments, occupational tests, and second language evaluations. In particular, departments and agencies expressed considerable interest in testing tools that could efficiently screen large volumes of applicants. The highest volume tests included those measuring judgment, ability to communicate in writing, cognitive ability, second language proficiency and leadership ability.

5.68 The use of standardized PSC tests allowed departments and agencies to ensure that their assessment processes were fair, transparent and meritorious. Organizations also took a keen interest in instruments measuring the new Key Leadership Competencies, the public service-wide leadership profile jointly released in 2005 by the PSC and the Canada Public Service Agency. Despite substantial increases in volumes, client satisfaction data suggest that departments and agencies continue to appreciate the professionalism of the PSC's services.

Table 31 – Assessment volumes

Assessment volumes	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Change (over last year)
All tests combined	153 060	129 042	112 318	162 200	180 591	11.3%
EX assessment volumes (SELEX)	555	412	309	485	544	12.2%
EX assessment volumes (reference checks)	1 286	1 761	2 103	2 246	1 892	-15.8%

Source: Personnel Psychology Centre.

5.69 Many factors contributed to the increases in testing volumes, including the expanded use of national area of selection, higher post-secondary recruitment campaign volumes, and more collective staffing actions. The increases in test volumes were accompanied by greater demands for related assessment services.

5.70 Similarly, demands for coaching services for executives and aspiring executives increased. The number of public servants accessing executive counselling services rose by 47% to 873, as compared to 595 in 2005-2006.

5.71 Through its Executive Counselling Services, the PSC provides public service executives with a range of coaching services designed to develop leadership and management capacity. By providing targeted and personal interventions, the PSC supports effective executive performance, productive organizations and healthy management practices. It also addresses career management for the benefit of both individual clients and the public service.

5.72 Increased demands also occurred for SELEX, the PSC's assessment for entry to the executive level. Due to a shift in funding in the last third of the fiscal year, departments and agencies were for the first time charged for this service. The steady volumes for SELEX may in part be due to the introduction of a qualification standard for executives, which requires the assessment of the same abilities measured by this assessment tool. This important assessment instrument contributes to the evaluation of leadership abilities and the identification of competent candidates for executive positions.

- The rise in SELEX volumes is contrasted with the decrease in executive reference check volumes. The transition during the year of this service to cost recovery may account for the decreases observed.

Second language evaluation

5.73 The PSC is responsible for the evaluation of second official language proficiency. It fulfills this mandate through the development, monitoring and administration of second language reading, writing and oral interaction tests. Second language evaluations are an essential component of staffing bilingual positions. In 2006-2007, the PSC continued to experience a rise in second language evaluation volumes at the Personnel Psychology Centre. The PSC conducted more reading, writing and oral interaction tests than the previous year.

The PSC conducted more reading, writing and oral interaction tests than the previous year.

Table 32 – Number of second language tests administered, by test and year, showing percentage change over last year

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Change (over last year)
Reading	21 572	20 351	20 610	26 319	27 244	3.5%
Writing	24 069	22 679	23 347	28 950	29 887	3.2%
Oral Interaction	21 127	19 739	20 291	22 963	24 327	5.9%

Source: Personnel Psychology Centre.

5.74 The PSC is also taking steps to address increased volumes and wait times for oral interaction testing. It has introduced several measures to increase the efficiency of administering the tests. These measures include: the introduction of electronic scheduling, increased resources for oral interaction testing, and more regular communication with departments and agencies. In addition, the PSC is implementing a prioritization strategy, or triage approach, for all incoming service requests, in order to give priority to imperative staffing service requests. This triage of service requests has improved the PSC's ability to address urgent operational requests related to imperative staffing. In the National Capital Region, where oral interaction testing volumes are highest, the new measures reduced waiting times for oral interaction testing in French from 14 to approximately four weeks. While progress was made in reducing delays in French oral interaction testing, issues related to delays in English oral interaction testing emerged in the last quarter of 2006-2007, due to increased demand. To respond to this demand, the PSC launched a national recruitment and certification campaign for English assessors in January 2007. In addition, a more comprehensive strategy for addressing delays is being developed for implementation in 2007-2008.

5.75 The Centre continues to track closely the pass rates in the Oral Interaction Test, which can be found in table 33. Some noteworthy changes occurred with respect to the pass rates in 2006-2007. Most notable is the sharp increase in the pass rates for tests taken in French. For example, level C pass rates for French oral interaction are at their highest levels in five years. Factors behind changes in pass rates can be difficult to determine. The PSC has worked hard to introduce new administration features over recent years to reduce the test-taking anxiety associated with oral interaction testing. However, other factors such as population characteristics or policy decisions can influence the rates. While pass rates for French oral interaction are on the rise, the pass rates for level C English oral interaction testing dipped significantly during the past year. This dip may be associated with the high volume of candidates being tested in English in 2006-2007. Service requests in this area rose 20% to 16 735 during the fiscal year.

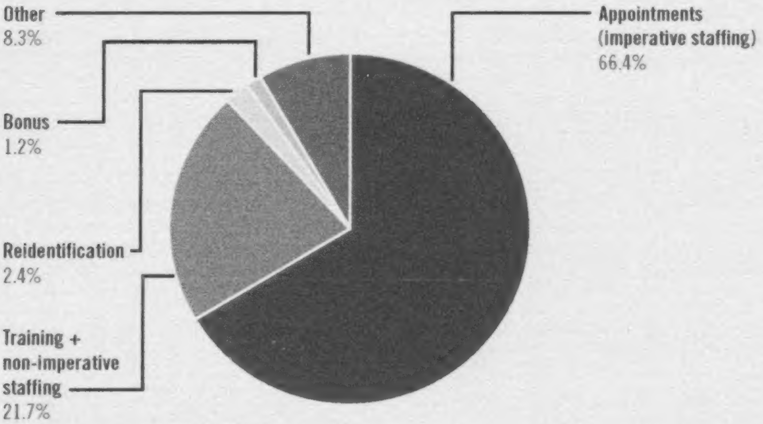
Table 33 – Pass rates on the Oral Interaction Test, by level and year

Level	2004-2005		2005-2006		2006-2007	
	French	English	French	English	French	English
All levels (A, B, C combined)*	47.0%	84.9%	50.3%	83.1%	61.9%	81.8%
Level B only	57.1%	90.2%	63.7%	88.7%	72.2%	89.5%
Level C only	35.6%	75.3%	35.4%	72.1%	48.5%	66.5%
Executives Level C only	33.2%	63.0%	32.0%	68.2%	49.2%	77.8%

* Pass rates reflect the number of successful tests at a given level divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Source: Personnel Psychology Centre.

Figure 16 – Use of Oral Interaction Test in 2006-2007



Source: Personnel Psychology Centre.

5.76 In 2006-2007, the PSC continued to make progress in modernizing all aspects of second language evaluation in the public service in order to ensure that these tests continue to reflect best practices in the area. The PSC has worked to renew its evaluation instruments, and was scheduled to complete the development of a new second language writing proficiency test in April of 2007. The new test will be implemented in 2007.

5.77 The PSC is also nearing the completion of a new Oral Interaction Test. The development work will be completed in 2007-2008, and the test will be implemented in 2008. The new test will reflect the current second language standards of the Canada Public Service Agency. It will also be based conceptually on the Common European Framework of Reference, a widely recognized conceptual framework developed by the Council of Europe. The new Oral Interaction Test will include features designed to increase transparency and improve the structure of the test. It will focus on speaking, interaction and listening.

5.78 In 2006-2007, the PSC conducted a successful pilot called the "Tripartite Review Board". This initiative was designed to address the factors underlying failure by students to reach the target level C (advanced) in oral interaction in their second official language despite language training. The Tripartite Review Board comprises representatives from the PSC, the Canada School of Public Service and the candidate's department. It examines the range of potential training, testing and personal issues affecting the individual's performance. The Board made case- by-case recommendations on how to proceed in the training and testing of the individual. In a significant number of cases, individuals went on to achieve their target levels. In other cases, more focussed training took place following the recommendations. Widely viewed as a success by all stakeholders, the pilot will be expanded for 2007-2008.

Assessment initiatives

5.79 In 2006-2007, the PSC continued the gradual implementation of e-testing, and expanded the number of regional e-testing centres. Functional e-testing facilities are now available in Vancouver, Ottawa and Montreal, and additional centres are under construction. E-testing can support recruitment and staffing processes in significant ways. For example, timely and cost-effective assessments are critical when assessing large volumes of candidates in locations across the country.

> *E-testing can support recruitment and staffing processes in significant ways. For example, timely and cost-effective assessments are critical when assessing large volumes of candidates in locations across the country.*

5.80 In 2006-2007, the demand for testing accommodations for persons with disabilities also continued to increase. In the past five years, this service has become a significant part of the role of the Personnel Psychology Centre. In 2006-2007, these consultations totalled 1 952, an increase of 45% over 2005-2006. The PSC has also begun to experience demands for modifications to assessments to accommodate varied cultural backgrounds. Increases occurred in the variety, number and complexity of these demands, which come from managers, human resource officers, and candidates. The PSC's efforts to make accommodations in its testing services help ensure the removal of barriers for designated group members and contribute to the overall fairness of the staffing process and the representativeness of the public service.

5.81 In 2006-2007, the PSC developed tailor-made assessment solutions to meet the staffing needs of several departments and agencies. These solutions ensure the best fit possible between successful candidates and the position requirements they must fulfill. For example, the PSC worked closely with the Canadian Radio-television and Telecommunications Commission to develop a "case study" assessment method for use in the staffing of analyst positions in telecommunications and broadcasting. This new assessment method was designed to allow the organization to more closely target some of the key skills required of these analyst positions, such as analytical thinking and written communication.

5.82 The PSC also developed and administered a national process to assess personal suitability in senior level positions at Public Works and Government Services Canada. The PSC developed simulations and reference checks to assess a range of applicant qualifications, including dependability, judgment, interpersonal relations, integrity and ethics. The Department used this assessment process to staff positions in Vancouver, Toronto, and Montreal. This project started as a regional initiative in British Columbia and the Yukon. Based on its success, Public Works and Government Services Canada decided to replicate it in other regions. The project exemplifies the PSC's efforts to provide departments and agencies with unique assessment solutions that allow them to match the right candidates with the right jobs.

5.83 In 2006-2007, the PSC created IPEX (Identification of Paths to Executive Development). The Centre undertook this project in response to demands for assessment products and services to assess leadership potential. The program consists of a comprehensive assessment process, including a diagnostic of the individual's readiness for the executive level. It gives candidates a rich portrait of their strengths and developmental needs. Several departments and agencies utilized the program, such as the Department of Indian and Northern Affairs, which used it to assess approximately 40 managers. Tools such as IPEX can play an important role in helping departments and agencies plan for the future, by identifying and facilitating the development of executive leadership potential within their organization.

5.84 Finally, in 2006-2007, the PSC supported several corporate selection and development programs by conducting nation-wide assessments. The assessments provided invaluable information on the competence of hundreds of candidates for programs such as the Management Trainee Program, the Career Assignment Program, and the PE (Human Resources) Recruitment Initiative. The PSC's structured, standardized assessment approach led to the establishment of pools of qualified individuals for targeted groups that play an important role in public service modernization.

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Appendices

Appendix 1 – Exclusion Approval Order and Regulations

Office of the Governor General's Secretary Exclusion Approval Order (SI/2006-89)

The Office of the Governor General's Secretary Exclusion Approval Order excludes 11 positions, and persons occupying those positions, from the application of the provisions of the *Public Service Employment Act* (PSEA), with the exception of sections 17 to 19 (Commission audits), section 54 (oath or affirmation), sections 68 and 69 (investigations concerning political influence or fraud), and sections 111 to 122 (political activities).

Office of the Governor General's Secretary Regulations (SOR/2006-114)

The Office of the Governor General's Secretary Regulations (SOR/2006 114) prescribe the manner in which to deal with positions and persons excluded within the Office of the Governor General's Secretary. In particular, the Regulations provide that the Governor General has the appointment authority to fill excluded positions, that the Governor General may terminate the employment of these excluded persons with at least one day's notice, and that the employment of these excluded persons ceases thirty days after the day on which the Governor General ceases to hold office.

Appendix 2 – Personal exclusions

From April 1, 2006 to March 31, 2007, in addition to any general exclusions, 19 persons were excluded from the application of the *Public Service Employment Act* (PSEA) when appointed to public service positions for a period specified in the exclusion approval orders, or to hold office "during pleasure", that is, the appointment may be revoked at any time by the Governor in Council.

In 2006, the *Federal Accountability Act* amended the PSEA to give the Governor in Council the authority to appoint persons to the positions of:

- deputy minister, associate deputy minister, or other equivalent ranks;
- deputy head, associate deputy head or other equivalent ranks; and
- special advisor to a minister.

As a result of these amendments, the Governor in Council is no longer required to seek EAOs from the PSC for these positions.

Order in Council number	Tenure	Name	Title
P.C. 2006-133 2006.03.21	during pleasure, effective May 1, 2006	Louis Lévesque	Deputy Minister (Intergovernmental Affairs), Privy Council Office
P.C. 2006-204 2006.04.06	during pleasure, effective April 6, 2006	John C. Major, Q.C.	Independent Counsellor to the Prime Minister
P.C. 2006-213 2006.04.13	during pleasure, effective April 13, 2006	Margaret Bloodworth	Associate Secretary to the Cabinet
P.C. 2006-215 2006.04.13	during pleasure, effective April 13, 2006	William J. S. Elliott, Q.C.	Associate Deputy Minister of Public Safety and Emergency Preparedness, to be styled Associate Deputy Minister of Public Safety
P.C. 2006-217 2006.04.13	during pleasure, effective April 13, 2006	Robert Fonberg	Senior Associate Secretary of the Treasury Board
P.C. 2006-224 2006.04.21	during pleasure, effective April 21, 2006	Peter Harrison	Executive Director of the Public Appointments Commission Secretariat
P.C. 2006-298 2006.05.04	during pleasure, effective May 23, 2006	Samy Watson	Special Advisor to the Privy Council Office

Appendix 2 – Personal exclusions *(continued)*

Order in Council number	Tenure	Name	Title
P.C. 2006-302 2006.05.04	during pleasure, effective May 23, 2006	Margaret Biggs	Deputy Secretary to the Cabinet (Plans and Consultations), Privy Council Office
P.C. 2006-355 2006.05.08	during pleasure, effective May 8, 2006	Arthur J. Carthy	National Science Advisor to the Minister of Industry
P.C. 2006-429 2006.05.26	during pleasure, effective May 29, 2006	Suzanne Tining	Executive Director and Deputy Head of the Office of Indian Residential Schools Resolution of Canada
P.C. 2006-540 2006.06.16	during pleasure, effective June 16, 2006	Carole Swan	Senior Associate Deputy Minister of Industry
P.C. 2006-753 2006.08.11	during pleasure, effective September 5, 2006	Paul Leblanc	Executive Vice-President of the Atlantic Canada Opportunities Agency
P.C. 2006-755 2006.08.11	during pleasure, effective September 5, 2006	John Knubley	Associate Deputy Minister of Natural Resources
P.C. 2006-757 2006.08.11	during pleasure, effective September 5, 2006	Daphne Meredith	Associate Deputy Minister of Public Works and Government Services
P.C. 2006-759 2006.08.11	during pleasure, effective September 5, 2006	Ian Shugart	Associate Deputy Minister of the Environment
P.C. 2006-761 2006.08.11	during pleasure, effective September 5, 2006	George Da Pont	Commissioner of the Canadian Coast Guard
P.C. 2006-763 2006.08.11	during pleasure, effective September 5, 2006	Louis Ranger	Deputy Head of the Office of Infrastructure of Canada
P.C. 2006-765 2006.08.11	during pleasure, effective September 5, 2006	Susan Cartwright	Associate Deputy Minister of Health
P.C. 2006-1069 2006.10.03	during pleasure, effective October 10, 2006	Yvan Roy	Deputy Secretary to theCabinet (Legislation and House Planning and Machinery of Government) and Counsel, Privy Council Office

Appendix 3 – Permanent and temporary workforce

	Indeterminate (Permanent)	Specified term	Casual	Agency or contract
Authority	PSEA s. 29 The Commission has delegated this authority to deputy heads through to Appointment Delegation and Accountability Instrument (ADAI)	PSEA s. 29 and s. 58 The Commission has delegated this authority deputy heads through ADAI	PSEA s. 50 The Commission has delegated this authority to deputy heads through ADAI	Treasury Board – Contracting Policy
Hiring Process	Deputy heads have the delegated authority to use advertised or non-advertised appointment processes open to the public (external) or open to the public service (internal)	Deputy heads have the delegated authority to use advertised or non-advertised appointment processes open to the public (external) or open to the public service (internal)	Deputy heads have the delegated authority to hire casuals	Temporary help standing offers established by PWGSC or departmental standing offers
	National area of selection (NAOS) applies to all external processes to hire indeterminate executive or officer-level positions	NAOS does not apply to external processes to hire terms of six (6) months or less		
	A person from outside the public service must take and subscribe an oath or solemn affirmation when appointed to the part of the public service to which the Commission has exclusive authority to make appointments	A person from outside the public service must take and subscribe an oath or solemn affirmation when appointed to the part of the public service to which the Commission has exclusive authority to make appointments		
Merit	Appointments are made on the basis of merit and persons appointed must meet official language proficiency established for the position	Appointments are made on the basis of merit and persons appointed must meet official language proficiency established for the position	Merit does not apply	Merit does not apply

Appendix 3 – Permanent and temporary workforce *(continued)*

	Indeterminate (Permanent)	Specified term	Casual	Agency or contract
Period of Employment	Permanent employment	Deputy head may specify the period of employment and extend that period Pursuant to Treasury Board's – Term Employment Policy, term employees are converted to indeterminate employees following a cumulative three (3) years of service in the same organization	Duration may not exceed 90 working days in one calendar year in any one organization	As per provisions stipulated in the contract

Appendix 4 – Specific restrictions and conditions applied to organizations following the results of Public Service Commission's oversight activities

	Canadian Space Agency	Commission for Public Complaints Against the RCMP
Term and conditions	December 31, 2005 – present	October 4, 2005 – present
The following conditions for advertised or non-advertised, from inside or outside the public service appointments		
PSC review and approval of strategy and approach for the use of student employment programs, casual employment processes	X	
PSC prior approval of choice of appointment process		
PSC prior approval of merit criteria	X	
PSC review of all proposed assessment tools	X	
PSC representative sits on all assessment boards as advisor (not a rating member)		
Once all essential qualifications assessed and other merit criteria applied, PSC reviews and approves results and proposed candidate(s) considered for appointment prior to notification		
PSC approval of proposed candidate(s) for appointment if different on second notification from first notification		
PSC copied on signed letters of offer		
Repeat steps above if any subsequent appointments are considered from same group of qualified persons		
PSC advised of complaints brought to Public Service Staffing Tribunal (PSST), and PSST decision		
PSC retains all authorities for EX resourcing processes — PSC carries out all transactions	X	
Appointment and appointment-related authorities cannot be sub-delegated to employees whose level is lower than that indicated		X Executive Director

Appendix 4 – Specific restrictions and conditions to organizations following the results of Public Service Commission's oversight activities *(continued)*

	Canadian Space Agency	Commission for Public Complaints Against the RCMP
Appointment and appointment-related authorities cannot be sub-delegated to employees whose level is lower than that indicated, with the exception of the authority to administer oaths and solemn affirmations which can be sub-delegated to any level	X Director General	
Officials are expected to cooperate with human resources monitoring activities conducted by the PSC in order to assess progress against concerns raised through PSC's oversight activities	quarterly	
The organization must report in the prescribed manner, on the accountability indicators defined in the Staffing Managment Accountability Framework (SMAF), on any reporting requirements identified in the appointment policies, and on the internal audits and studies that the organization does or intends to do		quarterly
Respond to PSC audit report in a timely manner	X	
Seek expert advice and input when addressing issues raised in the PSC audit report, including: – the linkages between human resource planning and the choices of appointment process – the clarification of roles and responsibilities in staffing – the strengthening of the capacity of its human resources specialists – the training of managers	X	

Appendix 5 – Specific sub-delegation arrangements – summary

Department	To whom	Authority	Time frame
Agriculture and Agri-Food Canada	Interchange Canada participants assigned to managerial position at the level of, or equivalent to the level of, Director or higher	Full range of sub-delegated appointment and appointment – related authorities for positions in all occupational groups (except the EX Group)	March 7, 2006 to May 30, 2008
Environment Canada	Interchange Canada participants assigned to managerial position at the level of, or equivalent to the level of, Director or higher	Full range of sub-delegated appointment and appointment – related authorities for positions in all occupational groups (except the EX Group)	March 7, 2006 to May 30, 2008
Health Canada	Interchange Canada participants at the Assistant Deputy Minister (ADM) level	Full range of sub-delegated appointment and appointment – related authorities for non-EX positions PLUS positions at the EX 1, 2 and 3 levels: – acting appointments up to 4 months; – initial or extension of advertised acting appointments up to 8 months; – deployments and secondments; – term and casual employment of former executive level public servants; – indeterminate appointments following an advertised process	April 25, 2006 to May 30, 2008
	Interchange Canada participants who are assigned to other managerial positions not lower than the level of Director or equivalent	Full range of sub-delegated appointment and appointment – related authorities with the exception of those pertaining to the EX Group	
Indian and Northern Affairs Canada	Interchange Canada participants who are assigned to managerial positions at the level of, or equivalent to the level of Director or higher	Full range of sub-delegated appointment and appointment – related authorities for positions in all occupational groups (except the EX Group)	June 7, 2006 to May 30, 2008

Appendix 5 – Specific sub-delegation arrangements – summary

(continued)

Department	To whom	Authority	Time frame
Industry Canada	Interchange Canada participants who are assigned to managerial positions at the EX-minus-1 level or higher	Full range of sub-delegated appointment and appointment – related authorities for non-EX positions	September 29, 2006 to May 30, 2008
	GIC appointees with a reporting relationship to the Deputy Head who are assigned to managerial responsibilities at the executive level and who are appointed as a result of a statutory authority	Full range of sub-delegated appointment and appointment – related authorities for non-EX positions	
	The GIC appointee occupying the position of Senior Associate Deputy Minister	Full range of appointment and appointment-related authorities for all occupational groups, including EX positions	
National Defence	Members of the Canadian Forces at a level determined by the Deputy Head	Full range of sub-delegated appointment and appointment – related authorities, at the discretion of the Deputy Head, for positions in all occupational groups (except the EX Group)	May 1, 2006 to May 30, 2008
Public Works and Government Services Canada	Interchange Canada participants at the level of, or equivalent to the level of, Director General (level 1 and level 2 departmental delegated authority)	Full range of sub-delegated appointment and appointment-related authorities for non-EX positions PLUS the authority for acting appointments of less than six months for EX-1 and EX-2 levels	February 6, 2007 to May 30, 2008
	Seconded executives at the level of, or equivalent to the level of, Director General (level 1 and level 2 departmental delegated authority)	Authority for acting appointments of less than six months for EX-1 and EX-2 levels	
	Interchange Canada participants at the level of, or equivalent to the level of, Director General and who report directly to the Deputy Head (level 1 departmental delegated authority)	Authority for appointments as a result of an advertised process, to EX-1 and EX-2 levels	
Royal Canadian Mounted Police	Regular and civilian members of the RCMP at a level determined by the Deputy Head	The appointment related authority to administer oaths or solemn affirmations, at the discretion of the Deputy Head, for positions in all occupational groups	Effective June 27, 2006

Appendix 6 – Statistical tables

The Annual Report includes a number of graphs and tables, the data for which have been derived from a variety of sources. More complete data are available electronically at www.psc-cfp.gc.ca.

Data source

The information on hiring and staffing activities is derived from data received from the incumbent file of the Canada Public Service Agency. This file is extracted from the Public Works and Government Services Canada pay system. The PSC's Appointments Information and Analysis Directorate has developed a series of algorithms that are used against these files to produce the PSC official record of hiring and staffing activities across the federal public service, based on pay transactions submitted by departments and agencies.

Hiring activities – Hiring activities refer to appointments to the public service, hiring of casuals as per the *Public Service Employment Act* (PSEA), section 50(1) and the recruitment of students under the *Student Employment Programs Exclusion Approval Order and Regulations.*

Staffing activities – Staffing activities refer to appointments to the public service and staffing activity within the public service. An appointment to the public service includes the appointment of a person from the general public or the appointment of an employee of a government department or agency that is not subject to the PSEA. Staffing activity within the public service includes all appointments and/or deployments of employees within or between departments or agencies, which are subject to the *Public Service Employment Act.*

Overall hiring and staffing activities have increased by 11.3%, to 111 567 from 100 230 in 2005-2006.

Of note, Human Resources and Social Development Canada and Passport Canada accounted for 4 763 (4.3%) deployments which resulted from a reclassification of the front line employees from CR-5 to PM-1.

Population – The population graphics reflect the population of departments and organizations which fall under the jurisdiction of the PSC. The PSEA universe is defined in Schedules I, IV and V of the *Financial Administration Act* (FAA).

The organizations in Schedules I and IV are the departments and portions of the core federal public administration and are, with some exceptions, subject to the exclusive jurisdiction of the PSC for their appointments. With the exception of those specifically identified (the Canadian Dairy Commission and the Public Service Staffing Tribunal), these organizations form part of the "core" jurisdiction of the PSC.

The organizations found in Schedule V are separate agencies. Certain among these are subject to the exclusive jurisdiction of the PSC for their appointments and thus also form part of the core jurisdiction of the PSC.

Note: The Canada Border Services Agency (CBSA) appointments and population are reflected in several of the five year graphics in the Annual Report as of March 2006. This is done to reflect the addition of 9 102 CBSA employees to the PSC's jurisdiction as of April 2005. This is required for looking for trend analysis of appointments and population.

Table 34 – Overall hiring and staffing activities

Number and percentage of hiring and staffing activities *to* and *within* the public service by type and tenure
April 1, 2006 to March 31, 2007

Tenure	Hiring activity *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	7 720	11.7	18 276	27.8	25 848	39.3	13 931	21.2	65 775	100.0
Specified term staffing activities	9 979	68.5	879	6.0	2 588	17.8	1 124	7.7	14 570	100.0
Sub-total	17 699	22.0	19 155	23.8	28 436	35.4	15 055	18.7	80 345	100.0
Casual (as per PSEA s.s.50(1))	18 147	100.0	0	0.0	0	0.0	0	0.0	18 147	100.0
Student (under Employment Exclusion Approval Order)	13 075	100.0	0	0.0	0	0.0	0	0.0	13 075	100.0
TOTAL	**48 921**	**43.8**	**19 155**	**17.2**	**28 436**	**25.5**	**15 055**	**13.5**	**111 567**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

Table 35 – Tenure and previous employment status

Number and percentage of hiring and staffing activities *to* and *within* the public service by tenure and previous employment status
April 1, 2006 to March 31, 2007

Previous employment status	**Tenure after hiring and staffing activities**								**Total**	
	Indeterminate		**Specified term**		**Casual(*)**		**Student(*)**			
	No.	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**	**No.**	**%**
Indeterminate	52 335	79.6	179	1.2	0	0.0	0	0.0	52 514	47.1
Specified term	5 720	8.7	4 412	30.3	0	0.0	0	0.0	10 132	9.1
Casual	980	1.5	2 201	15.1	0	0.0	0	0.0	3 181	2.9
Other federal agencies	769	1.2	256	1.8	0	0.0	0	0.0	1 025	0.9
General public	5 783	8.8	7 354	50.5	18 147	100.0	13 075	100.0	44 359	39.8
Student	188	0.3	168	1.2	0	0.0	0	0.0	356	0.3
TOTAL	**65 775**	**100.0**	**14 570**	**100.0**	**18 147**	**100.0**	**13 075**	**100.0**	**111 567**	**100.0**

(*) Casuals and students do not have a previous employment status as these persons are reported under general public.

Table 36 – Staffing activity rates by occupational category and type of staffing activity*

Number and rate of staffing activities, by type and occupational category
April 1, 2006 to March 31, 2007

Occupational category	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate
Executive Group	89	2.3	856	21.9	553	14.1	767	19.6	2 265	57.8
Scientific and Professional	2 468	9.8	2 966	11.8	3 223	12.8	1 691	6.7	10 348	41.2
Administrative and Foreign Service	5 365	7.0	10 587	13.8	16 164	21.0	9 595	12.5	41 711	54.2
Technical	1 461	8.6	1 499	8.8	1 231	7.2	947	5.6	5 138	30.2
Administrative Support	5 102	14.7	1 902	5.5	5 587	16.1	1 232	3.5	13 823	39.8
Operational	3 088	16.0	1 198	6.2	1 623	8.4	792	4.1	6 701	34.8
Not applicable (c)	126	12.6	147	14.7	55	5.5	31	3.1	359	35.9
TOTAL (d)	**17 699**	**9.9**	**19 155**	**10.8**	**28 436**	**16.0**	**15 055**	**8.5**	**80 345**	**45.1**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) Refers to staffing activities for which the standard occupational classifications do not apply (i.e., separate employers under the *Public Service Employment Act* (PSEA) use their own occupational groups).

(d) Unknown values are not displayed in this table, but their values are included in the totals. The percentage of total (d) is calculated on the sum of all components, known and unknown.

* **Note:** Table 36 represents indeterminate and specified term staffing activities under the PSEA. Staffing activity rates are derived by dividing the number of staffing activities within each category during the year by the employee population within each category as of March 31, 2006.

Table 37 – Staffing activity rates by type and geographic area*

Number and rate of staffing activities by type and geographic area
April 1, 2006 to March 31, 2007

Geographic area	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate
Newfoundland and Labrador	346	11.2	207	6.7	387	12.5	240	7.7	1 180	38.1
Prince Edward Island	148	8.3	206	11.6	256	14.4	196	11.0	806	45.4
Nova Scotia	1 034	11.6	751	8.4	1 088	12.2	575	6.4	3 448	38.6
New Brunswick	480	8.0	437	7.3	805	13.4	438	7.3	2 160	35.9
Quebec (except NCR)	2 024	9.6	1 525	7.3	2 802	13.3	1 347	6.4	7 698	36.7
National Capital Region (NCR)	7 092	9.6	10 092	13.7	12 748	17.3	8 443	11.5	38 375	52.2
Ontario (except NCR)	2 117	8.8	2 011	8.4	4 043	16.9	1 256	5.2	9 427	39.4
Manitoba	748	11.0	614	9.1	876	12.9	397	5.9	2 635	38.9
Saskatchewan	718	16.2	371	8.4	631	14.2	247	5.6	1 967	44.4
Alberta	1 144	11.8	1 060	10.9	1 706	17.5	541	5.6	4 451	45.8
British Columbia	1 632	10.1	1 506	9.3	2 798	17.3	1 071	6.6	7 007	43.3
Yukon	38	13.7	36	13.0	53	19.1	19	6.9	146	52.7
Northwest Territories	117	19.7	73	12.3	70	11.8	40	6.7	300	50.6
Nunavut	36	20.0	24	13.3	25	13.9	5	2.8	90	50.0
Outside Canada	25	1.7	242	16.2	148	9.9	240	16.1	655	43.9
TOTAL	**17 699**	**9.9**	**19 155**	**10.8**	**28 436**	**16.0**	**15 055**	**8.5**	**80 345**	**45.1**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

* **Note:** Table 37 represents indeterminate and specified term staffing activities under the *Public Service Employment Act*. Staffing activity rates are derived by dividing the number of staffing activities within each geographic area during the year by the employee population within each location as of March 31, 2006.

Table 38 – Staffing activities by type and employment equity designated group*

Number and percentage of staffing activities by type and employment equity designated group
April 1, 2006 to March 31, 2007

Employment equity designated group	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Women	8 752	55.6	11 631	61.2	18 644	65.7	9 222	61.4	48 249	61.8
Members of visible minorities	1 361	8.7	1 988	10.5	2 964	10.4	1 390	9.3	7 703	9.9
Persons with disabilities	442	2.8	944	5.0	1 668	5.9	767	5.1	3 821	4.9
Aboriginal peoples	521	3.3	817	4.3	1 383	4.9	638	4.2	3 359	4.3
TOTAL (c)	**15 727**	**100.0**	**19 002**	**100.0**	**28 365**	**100.0**	**15 022**	**100.0**	**78 116**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) The counts for employment equity designated groups exclude specified term staffing activities of less than three months and appointments *to* and staffing activities *within* separate employers as the Canada Public Service Agency does not collect self-identification information on these populations. The sum of employment equity designated groups does not equal the total as a person may be in more than one group and men are included in the total. Consequently, the totals do not match other tables.

* **Note:** In past years, this table included the appropriately weighted internal or external availabilities for each group in each column. Due to changes in methodology following the 2001 Census, these availability estimates are no longer available.

Table 39 – Staffing activities by type and language group

Number and percentage of staffing activities by appointment type and language group
April 1, 2006 to March 31, 2007

Language group	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	12 478	71.1	12 854	67.3	19 097	67.3	9 481	63.1	53 910	67.4
Francophones	5 068	28.9	6 238	32.7	9 265	32.7	5 533	36.9	26 104	32.6
TOTAL (c)	**17 699**	**100.0**	**19 155**	**100.0**	**28 436**	**100.0**	**15 055**	**100.0**	**80 345**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language group components total (c) are calculated using known language group as the respective denominators.

Table 40 – Staffing activities by type and official language

Number and percentage of staffing activities by type, language group and language requirements of position
April 1, 2006 to March 31, 2007

Language requirements of position	Appointments *to* the public service					Staffing activities *within* the public service (a)					Total (b)				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	1 523	33.6	3 009	66.4	4 538	8 884	35.4	16 235	64.6	25 129	10 407	35.1	19 244	64.9	29 667
Bilingual non-imperative															
Met	137	66.5	69	33.5	206	1 875	65.0	1 010	35.0	2 889	2 012	65.1	1 079	34.9	3 095
Must meet	26	63.4	15	36.6	41	415	94.5	24	5.5	439	441	91.9	39	8.1	480
Not required to meet	3	75.0	1	25.0	4	50	63.3	29	36.7	79	53	63.9	30	36.1	83
English essential	9 837	96.0	411	4.0	10 332	28 022	96.7	965	3.3	29 105	37 859	96.5	1 376	3.5	39 437
French essential	28	2.6	1 034	97.4	1 062	54	2.6	1 988	97.4	2 043	82	2.6	3 022	97.4	3 105
English or French essential	853	63.4	493	36.6	1 347	1 601	75.6	517	24.4	2 122	2 454	70.8	1 010	29.2	3 469
TOTAL (c)	**12 478**	**71.1**	**5 068**	**28.9**	**17 699**	**41 432**	**66.3**	**21 036**	**33.7**	**62 646**	**53 910**	**67.4**	**26 104**	**32.6**	**80 345**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments. Excludes acting appointments of four months or less.

(b) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language components total (b) are calculated using known language group as the respective denominator.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages of total (c) is calculated on the sum of all components, known and unknown.

Table 41 – Distribution under recruitment programs, by geographic area

Number and percentage of recruits under recruitment programs, by external recruitment process and geographic area
April 1, 2006 to March 31, 2007

Geographic area	* FSWEP		CO-OP		PSR (a)		RAP		RPL		General recruitment		Total (b)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland and Labrador	161	1.7	80	2.3	1	0.2	0	0.0	0	0.0	345	2.0	587	1.9
Prince Edward Island	212	2.2	26	0.8	2	0.4	0	0.0	0	0.0	146	0.8	386	1.3
Nova Scotia	324	3.4	129	3.7	3	0.7	0	0.0	0	0.0	1 031	6.0	1 487	4.8
New Brunswick	436	4.6	37	1.1	5	1.1	0	0.0	0	0.0	475	2.8	953	3.1
Quebec (except NCR)	1 736	18.1	281	8.1	27	6.0	19	52.8	0	0.0	1 997	11.6	4 060	13.2
National Capital Region (NCR)	3 353	35.0	2 003	57.8	359	79.2	5	13.9	33	100.0	6 700	38.9	12 453	40.5
Ontario (except NCR)	1 572	16.4	337	9.7	31	6.8	5	13.9	0	0.0	2 086	12.1	4 031	13.1
Manitoba	358	3.7	89	2.6	3	0.7	2	5.6	0	0.0	745	4.3	1 197	3.9
Saskatchewan	350	3.7	41	1.2	2	0.4	3	8.3	0	0.0	716	4.2	1 112	3.6
Alberta	491	5.1	138	4.0	6	1.3	0	0.0	0	0.0	1 138	6.6	1 773	5.8
British Columbia	556	5.8	299	8.6	10	2.2	2	5.6	0	0.0	1 622	9.4	2 489	8.1
Yukon	4	0.0	1	0.0	0	0.0	0	0.0	0	0.0	38	0.2	43	0.1
Northwest Territories	12	0.1	0	0.0	1	0.2	0	0.0	0	0.0	116	0.7	129	0.4
Nunavut	4	0.0	4	0.1	3	0.7	0	0.0	0	0.0	33	0.2	44	0.1
Outside Canada	5	0.1	0	0.0	0	0.0	0	0.0	0	0.0	25	0.1	30	0.1
TOTAL (b)	**9 574**	**100.0**	**3 465**	**100.0**	**453**	**100.0**	**36**	**100.0**	**33**	**100.0**	**17 213**	**100.0**	**30 774**	**100.0**

(a) Post-Secondary Recruitment Program (PSR) includes applicants from the current and previous campaigns as not all appointments are completed within the same fiscal year. Also includes appointments under the Accelerated Economist Training Program and Management Trainee Program (MTP) appointees.

(b) The total 30 774 plus 18 147 casuals from Table 34 equals the overall hiring activity to the public service of 48 921 persons.

* **Legend :** FSWEP: Federal Student Work Experience Program
CO-OP: Co-operative Education/Internship Program
PSR: Post-Secondary Recruitment Program
RAP: Research Affiliate Program
RPL: Recruitment of Policy Leaders Program

Table 42 – Staffing activities by type and department

Number and percentage of staffing activities, by type and department
April 1, 2006 to March 31, 2007

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	904	33.0	703	25.6	638	23.3	496	18.1	2 741	100.0
Atlantic Canada Opportunities Agency	79	28.2	78	27.9	60	21.4	63	22.5	280	100.0
Canada Border Services Agency	1 107	23.0	939	19.5	1 604	33.4	1 157	24.1	4 807	100.0
Canada Industrial Relations Board	12	27.9	14	32.6	14	32.6	3	7.0	43	100.0
Canada Public Service Agency	73	19.8	137	37.1	112	30.4	47	12.7	369	100.0
Canada School of Public Service	114	20.8	163	29.7	215	39.2	57	10.4	549	100.0
Canadian Environmental Assessment Agency	16	25.0	19	29.7	21	32.8	8	12.5	64	100.0
Canadian Grain Commission	46	35.7	47	36.4	21	16.3	15	11.6	129	100.0
Canadian Heritage	152	13.7	279	25.1	361	32.5	320	28.8	1 112	100.0
Canadian Human Rights Commission	18	20.9	25	29.1	30	34.9	13	15.1	86	100.0
Canadian International Development Agency	113	13.4	223	26.4	357	42.3	151	17.9	844	100.0
Canadian International Trade Tribunal	6	23.1	9	34.6	9	34.6	2	7.7	26	100.0
Canadian Radio-television and Telecommunications Commission	48	27.9	52	30.2	44	25.6	28	16.3	172	100.0
Canadian Space Agency	17	17.2	37	37.4	34	34.3	11	11.1	99	100.0
Canadian Transportation Agency	10	11.5	38	43.7	17	19.5	22	25.3	87	100.0

Table 42 – Staffing activities by type and department *(continued)*

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Citizenship and Immigration Canada	323	17.3	492	26.4	580	31.1	472	25.3	1 867	100.0
Correctional Service Canada	1 109	22.8	1 048	21.5	1 642	33.7	1 068	21.9	4 867	100.0
Courts Administration Service	92	37.6	49	20.0	80	32.7	24	9.8	245	100.0
Department of Finance Canada	86	17.5	196	39.8	152	30.9	58	11.8	492	100.0
Department of Justice Canada	389	20.6	539	28.5	708	37.4	256	13.5	1 892	100.0
Economic Development Agency of Canada for the Regions of Quebec	18	14.9	18	14.9	51	42.1	34	28.1	121	100.0
Environment Canada	559	21.6	677	26.2	876	33.9	475	18.4	2 587	100.0
Fisheries and Oceans	1 031	29.2	659	18.7	939	26.6	902	25.5	3 531	100.0
Foreign Affairs and International Trade Canada	265	11.3	705	30.2	658	28.2	707	30.3	2 335	100.0
Health Canada	933	22.2	912	21.7	1 530	36.4	828	19.7	4 203	100.0
Human Resources and Social Development Canada	1 499	11.4	2 208	16.8	7 082	54.0	2 322	17.7	13 111	100.0
Immigration and Refugee Board of Canada	51	15.1	86	25.4	110	32.5	91	26.9	338	100.0
Indian and Northern Affairs Canada	374	20.1	418	22.5	644	34.7	422	22.7	1 858	100.0

Table 42 – Staffing activities by type and department *(continued)*

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indian Residential Schools Resolution of Canada	46	26.0	39	22.0	45	25.4	47	26.6	177	100.0
Industry Canada	345	18.5	628	33.6	520	27.8	376	20.1	1 869	100.0
Infrastructure Canada	24	20.5	32	27.4	50	42.7	11	9.4	117	100.0
Library and Archives Canada	85	20.0	129	30.4	102	24.0	109	25.6	425	100.0
National Defence Canada (Public Service Employees)	3 163	35.1	2 245	24.9	2 555	28.3	1 060	11.7	9 023	100.0
National Energy Board	32	19.8	81	50.0	38	23.5	11	6.8	162	100.0
National Parole Board	18	13.0	41	29.7	44	31.9	35	25.4	138	100.0
Natural Resources Canada	360	26.3	391	28.6	345	25.2	272	19.9	1 368	100.0
Office of the Chief Electoral Officer	69	29.4	57	24.3	49	20.9	60	25.5	235	100.0
Office of the Commissioner of Official Languages	12	18.8	20	31.3	23	35.9	9	14.1	64	100.0
Office of the Governor General's Secretary	18	25.4	35	49.3	15	21.1	3	4.2	71	100.0
Office of the Superintendent of Financial Institutions Canada	73	57.5	46	36.2	3	2.4	5	3.9	127	100.0
Offices of the Information and Privacy Commissioners of Canada	20	23.5	28	32.9	30	35.3	7	8.2	85	100.0
Passport Canada	293	16.7	269	15.3	1 061	60.4	134	7.6	1 757	100.0

Table 42 – Staffing activities by type and department *(continued)*

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Privy Council Office	87	17.9	137	28.1	167	34.3	96	19.7	487	100.0
Public Health Agency of Canada	212	21.7	204	20.9	347	35.5	214	21.9	977	100.0
Public Safety Canada	88	17.4	116	22.9	211	41.7	91	18.0	506	100.0
Public Service Commission of Canada	110	23.0	133	27.8	169	35.3	67	14.0	479	100.0
Public Service Labour Relations Board	11	27.5	11	27.5	10	25.0	8	20.0	40	100.0
Public Works and Government Services Canada	792	19.2	1 123	27.2	1 189	28.8	1 027	24.9	4 131	100.0
Royal Canadian Mounted Police (public service employees)	754	29.3	576	22.4	925	35.9	321	12.5	2 576	100.0
Statistics Canada	723	31.1	653	28.1	648	27.8	303	13.0	2 327	100.0
Status of Women Canada	8	20.0	6	15.0	13	32.5	13	32.5	40	100.0
Supreme Court of Canada (Office of the Registrar)	35	47.9	22	30.1	12	16.4	4	5.5	73	100.0
Transport Canada	304	21.1	404	28.0	410	28.5	323	22.4	1 441	100.0

Table 42 – Staffing activities by type and department *(continued)*

Department	Appointments *to* the public service		Staffing activities *within* the public service						Total	
			Promotions		Lateral and downward movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Transportation Safety Board of Canada	11	21.6	16	31.4	16	31.4	8	15.7	51	100.0
Treasury Board of Canada (Secretariat)	95	14.9	164	25.7	291	45.5	89	13.9	639	100.0
Veterans Affairs Canada	380	21.3	686	38.4	462	25.8	260	14.5	1 788	100.0
Western Economic Diversification Canada	41	28.1	45	30.8	37	25.3	23	15.8	146	100.0
Other Departments (c)	46	26.9	48	28.1	60	35.1	17	9.9	171	100.0
TOTAL	**17 699**	**22.0**	**19 155**	**23.8**	**28 436**	**35.4**	**15 055**	**18.7**	**80 345**	**100.0**

(a) Lateral and downward movements combine lateral or downward transfers and deployments. As no appointment process is available on the pay system, it is not possible to differentiate between lateral transfers and deployments.

(b) Excludes acting appointments of four months or less.

(c) Refers to those departments reporting fewer than 25 appointments in 2006-2007.

Table 43 – Priority administration (public service total)

Number of priority persons and number of placements of priority persons, by priority type
April 1, 2006 to March 31, 2007

Priority type	Carry-over (a)	New cases	Total (carry-over + new cases)	Appointed	Resigned / retired	Expired	Other removal (b)	Total outflows	Active at end of period
Leave of absence (sec. 41)	247	197	444	125	15	37	27	204	240
Minister staff (sec. 41)	19	34	53	37	0	16	0	53	0
Layoff (sec. 41)	8	8	16	3	0	7	1	11	5
TOTAL – statutory priorities	**274**	**239**	**513**	**165**	**15**	**60**	**28**	**268**	**245**
Surplus (sec. 5)	177	252	429	145	14	1	66	226	203
Disabled employee (sec. 7)	44	41	85	11	1	16	10	38	47
Medically released CF/RCMP (sec. 8)	77	206	283	112	0	19	1	132	151
Relocation of spouse (sec. 9)	329	388	717	202	13	48	131	394	323
Reinstatement to higher level (sec. 10)	172	120	292	37	5	70	7	119	173
Governor General's exempt staff (sec. 6)	1	1	2	0	0	2	0	2	0
TOTAL – regulatory priorities	**800**	**1 008**	**1 808**	**507**	**33**	**156**	**215**	**911**	**897**
GRAND TOTAL	**1 074**	**1 247**	**2 321**	**672**	**48**	**216**	**243**	**1 179**	**1 142**

(a) The number of carry-over from March 31, 2006 may differ from the number of active cases at March 31, 2006 published in last year's Annual Report due to updates to employee's information, for example, priority type and the validation of data to the Priority Information Management System.

(b) Priority type changes are included in 'Other Removal'.

Appendix 7 – Glossary

Aboriginal peoples (Peuples autochtones) – Indian, Inuit or Métis peoples of Canada.

Abuse of authority (Abus de pouvoir) – Improper conduct that includes bad faith and personal favouritism.

Accelerated Economist Training Program (AETP) (Programme de formation accélérée pour les économistes – PFAE) – A program under the Post-Secondary Recruitment umbrella administered by the Canada Public Service Agency that recruits and develops recent university graduates in a variety of disciplines but with a background in economics.

Access (Accessibilité) – A staffing value that ensures that persons from across the country have a reasonable opportunity, in their official language of choice, to apply and to be considered for public service employment.

Acting appointment (Nomination intérimaire) – The temporary promotion of an employee.

Active monitoring (Surveillance active) – An ongoing process of gathering and analyzing information.

Advertised appointment process (Processus de nomination annoncé) – When persons in the area of selection are informed of and can apply to an appointment opportunity.

Appeal (Appel) – Under section 21 of the old *Public Service Employment Act* (PSEA), the recourse process for an individual not selected for an appointment in an internal closed competition or without competition process.

Appointment (Nomination) – An action taken under the PSEA to hire someone.

Appointment Delegation and Accountability Instrument (ADAI) (Instrument de délégation et de responsabilisation en matière de nomination – IDRN) – The formal document by which the PSC delegates its authorities to deputy heads. It identifies authorities, any conditions related to the delegation and sub-delegation of these authorities and how deputy heads will be held accountable for the exercise of their delegated authorities.

Appointment Framework (Cadre de nomination) – Guides deputy heads in designing staffing systems to meet their organizational needs while ensuring respect for legislative requirements and staffing values. The framework has three components: appointment policy, delegation and accountability.

Appointment Framework Knowledge Test (AFKT) (Examen de connaissances sur le Cadre de nomination – ECCN) – A Public Service Commission (PSC) test to validate the expertise of human resources (HR) specialists in the PSC's Appointment Framework and the legislative framework. As a condition of delegation, deputy heads must ensure that their sub-delegated officials have access to HR specialists whose expertise in the Appointment Framework has been validated by the PSC.

Appointment policy (Lignes directrices en matière de nomination) – Under the PSEA, the PSC can establish policies on making and revoking appointments and taking corrective action. This is comprised of a number of policies on specific subjects that correspond to key decision points in appointment processes and should be read in conjunction with the *Public Service Employment Regulations* (PSER).

Area of selection (Zone de sélection) – The geographic, occupational, organizational or employment equity criteria applicants must meet to be eligible in an appointment process. In a non-advertised internal process, the area of selection determines who has the right to complain to the Public Service Staffing Tribunal.

Assessment methods (Méthodes d'évaluation) – Methods such as interviews, written tests, reference checks and simulations used to evaluate candidates against specific job qualifications.

Asset qualifications (Qualifications constituant un atout) – Qualifications that are not essential to perform the work, but which would benefit the organization or enhance the work to be performed. Asset qualifications may include experience, education, knowledge, skills, personal suitability, or any other qualification, with the exception of official language requirements.

Assignment (Affectation) – The temporary movement of an employee within a department to perform the functions of another existing position or to take on a special project. An assignment cannot be a promotion or be used to extend an employment period.

Audit (Vérification) – An objective and systematic examination of activities that provide an independent assessment of the performance and management of those activities.

Barrier-free (Sans obstacle) – Refers to the absence or removal of physical obstacles, policies, practices or procedures that restrict or exclude certain persons or groups of persons from full participation in an appointment process or in the workplace.

Casual employment (Emploi temporaire) – A short-term employment option to hire someone. Under the PSEA, a casual worker cannot work more then 90 days in one calendar year in a given department. None of the provisions of the PSEA, such as the merit requirement, apply to casual workers.

Classification (Classification) – The occupational group, sub-group (if applicable) and level assigned to a position.

Collective staffing process (Processus de dotation collective) – An approach that allows for one staffing process to fill similar positions within or between departments and agencies, as opposed to several individual processes.

Co-operative Education/Internship Program (CO-OP) (Programme de stages d'enseignement coopératif et d'internat – Coop) – A program designed to provide post-secondary students with relevant and practical work experience in the public service to help them fulfill the requirements of their academic program.

Corrective action (Mesures correctives) – A process aimed at correcting an error, omission or improper conduct that affected the selection of the person appointed in an appointment process.

Departmental Staffing Accountability Report (DSAR) (Rapport ministériel sur l'obligation de rendre compte en dotation – RMORCD) – A periodic report organizations provide to the PSC on the management and results of staffing. DSARs ask questions created by the PSC and based on the Staffing Management Accountability Framework (SMAF) and the appointment values.

Deployment (Mutation) – The movement of a person from one position to another in accordance with Part 3 of the PSEA. A deployment cannot be a promotion, cannot change the tenure of employment and cuts ties to the employee's former position.

Drop-Off (Déclin de la représentation) – The differences between the application and appointment rates of employment equity group members in external recruitment processes.

Employee (Fonctionnaire) – A person employed in the part of the public service to which the PSC has exclusive authority to make appointments; includes part-time employees, but not casual workers.

Employment equity designated groups (Groupes visés par l'équité en matière d'emploi) – Defined by the *Employment Equity Act*, these are Aboriginal peoples, members of visible minorities, persons with disabilities and women.

Employment equity program (Programme d'équité en matière d'emploi) – Refers to positive policies, practices or elements of an employment equity plan designed to address identified disadvantages and under-representation of a designated group.

E-staffing (Ressourcement électronique) – The use of technology to screen large numbers of applications electronically.

Essential qualifications (Qualifications essentielles) – Qualifications necessary for the work to be performed and that must be met in order for a person to be appointed. These include education, experience, occupational certification, knowledge, abilities and skills, aptitudes, personal suitability and language requirements.

Exclusion Approval Order (EAO) (Décrets d'exclusion) – Allows for the exclusion of person(s) or position(s) from the application of some or all of the PSEA where the PSC decides that it is neither practicable nor in the best interests of the public service to apply the Act or any of its provisions. An EAO may be specific or general in nature and requires the approval of the Governor in Council. An EAO is generally accompanied by Governor in Council regulations, made on the recommendation of the PSC, prescribing how to deal with the positions or persons excluded under the EAO.

Executive Group (Groupe de la direction) – Consists of five levels up to and including most assistant deputy ministers (EX-1 to EX-5).

EX-equivalent levels (Niveaux équivalents EX) commonly called "EX equivalents" these levels correspond to the entry level of the Executive Group. Based on the minimum salary scale of the Executive Group, examples of EX equivalents include:

EX equivalent: ES-7, AS-8, CS-5

EX minus 1 equivalent: ES-6, PM-6, IS-6, AS-7, CO-3

EX minus 2 equivalent: ES-5, PM-5, IS-5, CO-2, AS-6

External appointment process (Processus de nomination externe) – A process in which persons may be considered, whether or not they are employed in the public service.

Fairness (Justice) – A staffing value that ensures that decisions are made objectively and free from political influence or personal favouritism, that policies and practices reflect the just treatment of persons, and that persons have the right to be assessed their official language of choice.

Federal Student Work Experience Program (FSWEP) (Programme fédéral d'expérience de travail étudiant – PFETE) – A program through which federal organizations recruit students. FSWEP gives full-time secondary or post-secondary students with full-time status in an accredited institution opportunities to learn about the federal government and gain valuable experience while developing and improving their employability skills.

Fiscal year (Année financière ou exercice financier) – April 1 to March 31, for the public service.

Functional community (Collectivité fonctionnelle) – A specific career grouping (e.g., Finance, Communications, Policy, Comptrollership), for which a collaboration across departments and agencies has been formed to address the community's collective human resources needs.

Human resources planning (Planification des ressources humaines) – A process that identifies an organization's current and future HR needs.

Imperative appointment (Nomination impérative) – Means that an individual must meet the language requirements of the position, as identified by the deputy head, at the time of appointment.

Indeterminate (permanent) employment (Emploi pour une période indéterminée – emploi permanent) – Part-time or full-time, including seasonal, employment of no fixed duration.

Informal discussion (Discussion informelle) – The opportunity for a person eliminated from consideration in an internal appointment process to discuss the decision informally before an appointment is made.

Internal appointment process (Processus de nomination interne) – Appointments for which only persons employed in the public service may be considered.

Inventory (Répertoire) – A listing of applicants in a selection process that could be used to staff identical or similar positions with one specific organization or with a number of different organizations. This tool provides managers with more efficient access to applicants. When an organization wants to use the inventory, a search of the applicants meeting its criteria (e.g., education or experience) is conducted. The individuals meeting these criteria are then assessed further.

Investigation (Enquête) – An inquiry into an alleged violation of the PSEA or the PSER.

Language requirements of the position (Exigences linguistiques du poste) – The designation of all public service positions as bilingual or unilingual according to the following categories: bilingual, English essential, French essential or either English or French essential.

Lay-off (Mise en disponibilité) – The involuntary termination of an employee's services because of a lack of work, the discontinuance of a function, or the transfer of a function outside the public service.

Linguistic profile (Profil linguistique) – The language requirements of a bilingual position and the proficiency level required in the second official language for reading, writing and oral interaction. The skill level required is indicated by the following letters:

C – Superior

B – Intermediate

A – Minimum

Management Trainee Program (MTP) (Programme de stagiaires en gestion – PSG) – A program that recruits and develops recent university graduates in a variety of disciplines.

Members of visible minorities (Membres des minorités visibles) – Persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.

Merit (Mérite) – Under the PSEA, an appointment is made on the basis of merit when the person appointed meets the essential qualifications for the work to be performed, as established by the deputy head, including official language proficiency. The deputy head may also take into account qualifications that are considered an asset for the work, currently or in the future, and any current or future operational requirements and organizational needs that he or she has established. Current and future needs of the public service, as identified by the Employer, that the deputy head considers to be relevant to the organization, can also be considered.

Merit criteria (Critères de mérite) – Essential and asset qualifications, operational requirements and organizational needs.

Non-advertised appointment process (Processus de nomination non annoncé) – An appointment process that does not meet the criteria for an advertised appointment process.

Non-imperative appointment (Nomination non impérative) – An indeterminate appointment to a bilingual position that the deputy head has identified as not requiring a person who meets the required level of proficiency at the time of appointment. Individuals appointed to a non-imperative appointment have two years to meet the language proficiency.

Non-partisanship (Impartialité politique) – The characteristic of political impartiality. Refers to the capacity and willingness of the public service to serve governments appointed through democratic means, regardless of political affiliation.

Notification (Notification) – The two-step practice of providing, in writing, the name of the person being considered for appointment, known as Notification of Consideration, and the name of the person being proposed or appointed, known as the Proposal of Appointment or Notification of Appointment, to all persons in the area of selection who participated in an internal advertised appointment process and to all persons in the area of selection for an internal non-advertised process.

Occupational group (Groupe professionnel) – A grouping of classifications, comprising similar kinds of work requiring similar skills.

Officer-level jobs (Postes de niveau d'agent) – Includes jobs involved in scientific, professional, administration and technical functions. Examples include biologists, commerce officers and statisticians.

Operational requirements (Exigences opérationnelles) – Current or future requirements that are not essential to do the work but that would benefit the operation of the work unit.

Oral Interaction Test (Test d'interaction orale) – Assesses a candidate's ability to speak and understand his or her second official language in a work context. The evaluation takes the form of an interview with an assessor about work-related matters and lasts about 30 minutes.

Organizational needs (Besoins organisationnels) – Current or future needs that are not essential to do the work but could enhance how the organization operates or fulfills its mandate. Organizational needs could include the consideration of Employment Equity Designated Group members.

Organizations (Organisations) – This report uses "organizations" to stand for departments and agencies.

Personal favouritism (Favoritisme personnel) – Involves an inappropriate action or behaviour by a public servant who, by using knowledge, authority or influence, provides an unfair advantage or preferential treatment to a current employee or a candidate for employment in the public service for personal gain and contrary to the good of the organization.

Persons with disabilities (Personnes handicapées) – Persons who, for employment purposes, consider themselves, or believe that a potential employer would likely consider them, to be disadvantaged by reason of any persistent physical, mental, psychiatric, learning or sensory impairment.

Political activity (Activité politique) – Carrying on activity in support of, within or in opposition to a political party; carrying on any activity in support of or in opposition to a candidate before or during an election period; or seeking nomination or being a candidate in a federal, provincial, territorial or municipal election before or during the election period.

Political influence (Influence politique) – Interference in the appointment process. It could include, but is not limited to, interference by a Minister's or a Member of Parliament's office.

Post-Secondary Recruitment (PSR) Program (Programme de recrutement post-secondaire – RP) – Provides organizations with the flexibility to recruit post-secondary graduates from across the country into entry-level positions in the public service. The program has two components: a general inventory and a targeted system through which organizations can advertise specific job opportunities or career choices.

Prequalified Pool (PQP) (Répertoire de préqualification – RPQ) – A pool of assessed and qualified candidates.

Priority (Priorité) – The right to be appointed to vacant positions ahead of all others. There are three types of statutory priorities under the PSEA (surplus employees appointed within their own department, leave of absence, and lay-off, in that order) and six regulatory priorities under the PSER (surplus employees appointed outside their own department; Governor General's exempt staff; employees who become disabled; Canadian Forces and Royal Canadian Mounted Police who are released for medical reasons; relocation of spouse or common law partner and reinstatement, in no particular order).

Priority data (Données sur les priorités) – Data on priorities obtained from the PSC's Priority Information Management System (PIMS). PIMS is the operational inventory the PSC uses to refer employees with statutory and regulatory priorities to suitable vacancies within departments. The inventory is comprised of employees identified by departments as surplus, as well as other individuals entitled to statutory and regulatory priorities.

Priority Information Management System (PIMS) (Système de gestion de l'information sur les priorités – SGIP) – The PSC's Web-based tool that helps ensure that entitlements to a priority in appointment, as mandated by the PSEA and PSER, are observed.

Priority Person (Bénéficiaire de priorité) – A person who has an entitlement under the PSEA or PSER, for a limited period, to be appointed ahead of all others to vacant positions in the public service. The person must meet the essential qualifications of the position.

Public service (Fonction publique) – The departments named in Schedule I to the *Financial Administration Act*, the organizations named in Schedule IV to that Act, and the separate agencies named in Schedule V to that Act.

Public Service Official Languages Exclusion Approval Order (PSOLEAO) (Décret d'exemption concernant les langues officielles dans la fonction publique) – Provides for certain circumstances in which a person is excluded from meeting the official languages proficiency requirements of a bilingual position for a limited period of time.

Public Service Resourcing System (PSRS) (Système de ressourcement de la fonction publique – SRFP) – An electronic tool that screens applicants in minutes, based on responses to a customised on-line application form that includes an on-line questionnaire.

Recruitment of Policy Leaders Program (RPL) (Programme de recrutement des leaders en politiques – RLP) – Targets and recruits Canadian graduate students from universities within Canada and abroad who have achieved academic excellence, acquired policy-relevant experience, and demonstrated leadership skills through their work, volunteer activities, or academics.

Representativeness (Représentativité) – A staffing value that ensures that appointment processes are conducted without bias and do not create systemic barriers in order to help achieve a public service that reflects the Canadian population it serves.

Research Affiliate Program (RAP) (Programme des adjoints de recherche – PAR) – A program that recruits post-secondary students throughout the year who require experience in applied research in order to graduate.

Resourcing (Ressourcement) – Includes both recruitment and internal appointments.

Recruitment (Recrutement) – Hiring from outside the public service.

Second language evaluation (SLE) (Évaluation de langue seconde – ELS) – Language tests administered by the PSC to determine the second official language proficiency of employees and applicants. Includes reading, writing and oral interaction tests that assess an applicant's ability to speak and understand his or her second official language in a work context.

Simulations for the Selection of Executives (SELEX) (Simulations pour la sélection des EX – SELEX) – Simulations for the Selection of Executives is the PSC's instrument for assessing key leadership competencies for effective performance in executive positions.

Staffing Management Accountability Framework (SMAF) (Cadre de responsabilisation en gestion de la dotation – CRGD) – The SMAF outlines the PSC's expectations for a well managed staffing system and helps the PSC determine whether deputy heads are carrying out their delegated authorities. The SMAF is comprised of five elements: governance; planning; policy; communication and control.

Student bridging (Intégration des étudiants) – A mechanism that allows managers to hire qualified recent post-secondary graduates who have previously worked in the public service through student employment programs, such as the Federal Student Work Experience Program, the Co-operative Education and Internship Program or the Research Affiliate Program, in accordance with organizational criteria or policies.

Sub-delegated manager (Gestionnaire subdélégué) – A person to whom a deputy head has delegated, in writing, the authority to exercise specific appointment and appointment-related authorities.

Surplus employee (Fonctionnaire excédentaire) – An indeterminate employee who has been formally declared surplus, in writing, by his or her deputy head, owing to lack of work, discontinuance of a function, a relocation for which the employee does not wish to move or the transfer of work or a function outside the public service (alternative service delivery initiative).

Tenure (Durée d'emploi) – The period of time for which a person is employed.

(Specified) Term employment (Emploi pour une durée déterminée) – Part-time or full-time employment of a fixed duration.

Transparency (Transparence) – A staffing value that ensures that information about strategies, decisions, policies and practices is communicated in an open and timely manner.

Women (Femmes) – Considered an employment equity group in an occupational group where their representation is below the labour market availability.

Biographies

Maria Barrados, President

Ms. Maria Barrados was confirmed as President of the Public Service Commission of Canada effective May 21, 2004. She had served as interim President since November 2003. From December 1993 to that date, she was Assistant Auditor General, Audit Operations, at the Office of the Auditor General of Canada.

Educated as a sociologist, Ms. Barrados has a wealth of knowledge of and a solid background in audit, evaluation and statistical analysis. In 1975, she began her career as a Lecturer and later a Research Project Supervisor at Carleton University. In March 1985, she joined the Office of the Auditor General, where she held positions of increasing responsibility in the Audit Operations Branch. She chaired executive committees on value-for-money and professional practices, representing the Office of the Auditor General at parliamentary hearings and meetings with ministers and senior officials. She was responsible for many financial and value-for-money audits, including audit work related to results measurement, accountability, human resources management and public service renewal.

Ms. Barrados is the Chair of the Canadian Council on Health Services Accreditation. In the recent past, she was a member of the Board of Trustees of the Ottawa Grace Manor and Ottawa Hospital. She is also on the nominating committee of the Community Foundation of Ottawa.

Ms. Barrados obtained a B.A. with high honours in Sociology from the University of Saskatchewan in 1966. She also has an M.A. in Sociology from McGill University (1970) and a Ph.D. in Sociology from Carleton University (1978).

She is a recipient of the Confederation Medal (1992).

Ms. Barrados is married and has one daughter. She was born in the Netherlands, is a Canadian citizen and lives in Ottawa.

Manon Vennat, Commissioner

Effective June 10, 2004, Ms. Manon Vennat was confirmed as a part-time Commissioner of the Public Service Commission of Canada. She will hold office for a term of seven years.

Ms. Vennat, a lawyer by profession, was until September 30, 2004 Chairperson of Spencer Stuart (Montréal), an international executive search firm. She has since established her own consulting firm, Manon Vennat and Associates.

She joined the Company of Young Canadians in 1966 as Director of Legal Affairs and Executive Assistant to the Director General. Prior to founding *Le Centre de linguistique de l'entreprise de Montréal,* where she was Executive Director until 1980, she held various positions with the Government of Canada. Ms. Vennat has represented the private sector in government legal and regulatory dossiers in Québec and Ottawa and taken part in a number of federal government task forces and advisory groups.

She is currently Chairperson of the Board of Directors of the McCord Museum of Canadian History and is an emeritus governor of McGill University. She is a former member of Board of the Public Policy Forum, where she was honoured in 2001 for her contribution to public sector management and public policy in Canada.

Prior to her joining Spencer Stuart in 1986, Ms. Vennat was Vice-President, Administration, General Counsel and Secretary to the Board of Directors at AES Data. Ms. Vennat holds a Ph.D. (honoris causa) from the University of Ottawa. She is a member of the Québec Bar and a member of the Order of Canada.

David Zussman, Commissioner

On June 10, 2004, Mr. David Zussman was confirmed as a part-time Commissioner of the Public Service Commission of Canada to hold office for a term of seven years.

Mr. Zussman has had a varied career in government, the private sector and in academia and is a recognized authority on public sector management, public administration and public policy. He has been closely involved in some of the most exciting developments in Canada in public sector governance and alternative service delivery over the past 15 years.

In August 2005, Mr. Zussman joined the University of Ottawa as the first recipient of the Stephen Jarislowsky Chair for Public Sector Management. In this capacity, he will focus on research, teaching and public programs in public management, governance and accountability.

Mr. Zussman has served in a number of positions at the University of Ottawa, including Assistant and Associate Dean of Graduate Programs (School of Management) and Dean of the School of Management from 1988 to 1992. During that time he was a Professor of Public Policy and Management and taught in the Executive MBA Program until 2004. He is also an adjunct professor at the University of Canberra (Australia).

From 2003 to 2005, Mr. Zussman was Executive Vice President and Chief Operating Officer at EKOS Research Associates Inc.

In 1995, Mr. Zussman joined the Public Policy Forum, an organization committed to bridging the gap between government, business, labour and the voluntary sector. He was appointed President in 1996, and remained in that position until 2003.

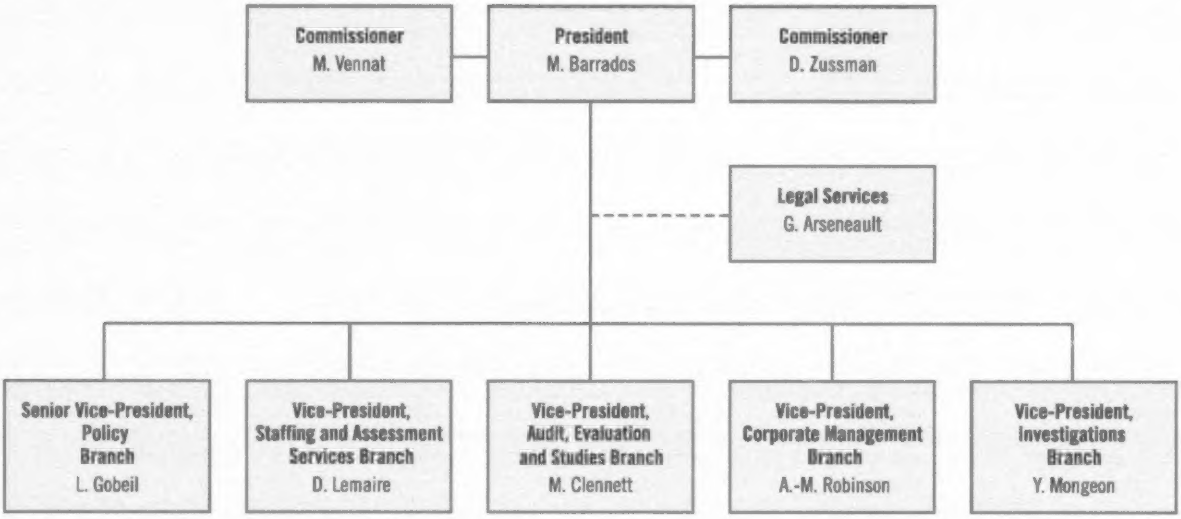
In 1994, he was appointed Assistant Secretary to the Cabinet for Program Review and Machinery of Government, to help the government implement its commitment to a fundamental review of federal spending.
In 1993, Mr. Zussman was responsible for the transition of the newly elected government.

Mr. Zussman has published articles and books on public management and policy making in Canada, and is the author and co-author of many publications, including *Alternative Service Delivery: Sharing Governance in Canada* and *The Vertical Solitude: Managing in the Public Service.*
He writes a monthly public policy column for the *Ottawa Citizen.*

He sits on numerous public and private sector advisory boards and boards of directors. In 2003, he was awarded the Public Service Citation Award by the Association of Professional Executives of the Public Service of Canada (APEX).

PSC Organization

PSC organization chart


Commissioner
M. Vennat
President
M. Barrados
Commissioner
D. Zussman
Legal Services
G. Arseneault
Senior Vice-President, Policy Branch
L. Gobeil
Vice-President, Staffing and Assessment Services Branch
D. Lemaire
Vice-President, Audit, Evaluation and Studies Branch
M. Clennett
Vice-President, Corporate Management Branch
A.-M. Robinson
Vice-President, Investigations Branch
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Public Service Commission

Offices of the Public Service Commission

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